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erspective Plan for Women 1988-2000 A.D.

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ute almost 80 per cent of the population have not been able to absorb these as the urban middle classes have: the weaker sections are still unable to assert lives as against the privileged; and women have continued to be the single largest of "backward citizens"

Plan pays special attention to rural women who suffer from double discrimination, besides belonging to the vast majority of the rural poor, they also carry the burden of being women. Unless bold interventions are made to correct imbalances, we are entering the 21st Century with our women left far behind. This Plan does not require investments or more resources. It seeks to give a new thrust and responsive-developmental programmes at all levels, and recommends certain special provisions for women as transitory measure to ensure that they catch up with the target by 2000 A D

Where legislation exists, it needs to be strengthened and more vigorously implemented. Where programmes exist, they need to be reoriented to serve this aim of parity not only between men and women but also between different sections within themselves. Where policies and programmes do not serve the special needs of women, they need to be amended or recast. Where benefits do not reach the poor women, there is need for special interventions to enhance accessibility. Where women are unable to absorb the benefits meant for them, they need to be helped to help themselves. This is the thrust of the Plan. It is a policy document on which implementation strategies and precise measures to make the system responsive to women's needs would have to be operationalised.

National Perspective Plan was formulated by a Core Group constituted by the Department of Women and Child Development. The draft was widely circulated with invited comments and suggestions. The comments emanating from various discussions on the draft have been included wherever applicable or relevant. Foundations of the recently submitted Report of the National Commission on Women and Women in the Informal Sector have also received our

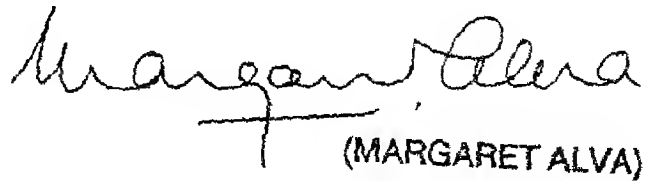
That the Plan will receive the support of the concerned Departments and the Government of India as they have all been involved in formulating these. We seek also the support of the State Governments and the voluntary organisations whose valuable cooperation the Plan cannot be implemented. This marks only the beginning. The real task lies ahead.

In the analysis, the challenges of development must be faced by the nation as efforts must be directed towards the common goal of wiping "every tear". In this great challenge the energies of the 400 million women have to be equal participants. Only then can India move forward with a sense of hope.

ish to place on record my deep gratitude to the many who have helped in
drafting this Plan. The members of the Core Group Experts from the Planning
Commission, technical experts, UNICEF, researchers, and the Women's Development
Commission of NIPCCD. My special thanks are due to Ms. Roma Mazumdar, Secretary,
Department of Women and Child Development and to Dr. Nandini Azad, Member-
Secretary, Core Group, for their valuable help in drafting the Plan.

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9.10.1988



(MARGARET ALVA)

Minister of State for Youth Affairs,
Sports and Women & Child Development

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Overall policy for Indian women constitutional principles and to the development process national targets determined for tury in respect of certain basic lly of health, education and Plan views women not as the ' society or as passive benefi- elopment process, but as a rength for reaching national

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velopment and integration to the mainstream of the

ocial justice for all women.

goals for the all round omen not merely as oviders, but also as t to human dignity in a ', 'caste' and 'class' tend gender.

se of this plan is to find denominator for all ting across the spectrum ctions, sectors and disci- resource represented by omen as well as the men. rom the fifth decade of ill have meaning only of the silent half— on women and girls of n of them in material lose to it) is harnessed. priorities and pace of ust have direct rele- ure. Every dimension

of development political economic and cultu ral not just social has to assist and haster thei generation

4. If the results and lessons of the past are any guide, a larger allocation of resources for women within the prevailing patterns and struc- tures of development, does not promise a rever- sal of trends. A parallel substream of women's development even if possible, will only perpetu- ate discrimination and subordination. An alter- native strategy of national development which will provide not just some additional space for women, but create a democratic, egalitarian, secular, cooperative social structure has to be defined and tried. In such a scheme, it will be necessary to accelerate the women's component of composite programmes, to ensure the integ- rity of the enterprise as well as a measure of compensatory justice. The goals of holistic human development must not be at the expense of one another and the ascent to equality must be collective.

Situational Review

5. For outlining a development perspective, a review of the existing situation of the Indian woman is an essential pre-requisite. Both, posi- tive indicators as well as negative indices that are a growing cause of concern to policy makers, planners, administrators and activists are pro- jected to present her overall status. A brief review of the five Year Plans and the pro- grammes for women launched in the last few decades, is also included.

6. Among the positive developments affecting women are:

- The expectation of life at birth has improved from 44.7 years in 1961—71 to 52.9 years in 1971—81

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the introduction of a women's compo-
nent in training programmes for
senior administrators conducted by
the Department of personnel in the
Government of India.

- There is a special effort launched to involve women at all levels in the planning and implementation processes of programmes for women.
- There is an increasing emphasis on professionalising women's programmes by providing technical expertise for their implementation.
- For the first time since Independence the elected representation of women in Parliament has gone up to almost 10 per cent of its total membership.
- The Prime Minister's office has now identified 27 beneficiary oriented schemes exclusively for women. These schemes though falling under various Ministries are monitored by the Department of Women and Child Development, Ministry of Human Resource, Development.
- A National Advisory Committee on Women has been set up with the Prime Minister as Chairman.
- Several legislative enactments/a-
mendments have come into force to protect the interests of women.

7. Overshadowing the positive indica-
tors, there are certain distressing nega-
tive indices as follows:

nal improvement has in the sex ratio, the for 2000 A.D. is 500 million males to les.

ts are being misused ex of the child in the n the female foetus

th rates indicate male children and rs of age.

sus, 75 per cent of te. This is com- drop out rate for ed at 55.5 per cent and 77.7 per cent stage. Enrolment ication has been 75 to 1985. There lisparities in the boys at the uni- chnical and pro-

tion rate for census decades rded a mar-

l showed only line—average n to a woman ng 4.6. There omplete preg- nt of women n pregnancy, for 15-20 per hs.

Approximately 90 per cent of the women workers are engaged in the unorganized sector. Of these over 80 per cent are in agriculture and allied occupations. In the organised sector women constitute only 13.3 per cent of all employees. In the public sector, they account for 11 per cent of total employment and in the private sector for 17.8 per cent.

- The number of female job seekers through employment exchanges increased from 11.2 lakhs in 1975 to 51 lakhs in 1986. After showing an increase between 1975 and 1982, the percentage of placements declined in the subsequent years i.e., 1983-86.
- Studies show that modernisation and mechanisation is tending to marginalize women in many sectors. They are either pushed down or out of the workforce. There are also indications that agricultural modernisation/industrial growth policies have tended to widen gender disparities.
- Estimates of the average hours of unpaid work done by women outside their homes vary from 6.1 to 7.5 hours per day, with some women working upto 10 hours and more. Apart from their domestic duties, women are engaged in agricultural operations for an average of 12 hours a day. Despite this, their access to ownership of land, credit and other productive resources remains negligible.
- Recent surveys indicate that, 30—35% of rural households are headed by

due to male migration, neglect and abandonment.

women hold senior management and administrative posts as against men in similar jobs in the All India Services, constituting only 5.8%. There are only 21 women in the Indian Police Service as against 8 men (0.9%). In the Indian Administrative Service, there are 339 women against 4209 men (7.5%).

comprise only 7.5 per cent of the membership of registered trade unions, approximately one per cent of office bearers and executive members.

and full representation of women in elected offices either vacant or declined in the past. This is not withstanding the low voting turnout in the elections.

As women continue to be under-represented, 6668 reported victims in 1987 and 1517 dowry deaths by burning (provi-

FIVE YEAR PLANS

The First Five Year Plan (1951-56) made special provisions for women. To implement these measures, the Central Social Welfare Board (CSWB) was established. It symbolized the welfare approach to women's problems. The CSWB sponsored community development programmes for the first time, organising women into Village Women's Clubs. A

number of studies have shown that the community development (CD) worker, perceived more as a harmonizer of interests rather than a stimulator of awareness, worked closely with the rural elite. Moreover, although rural women came within the purview of the CD programmes, they were not specifically catered to as a target population based on economic or other specific class related criteria. A large majority of poor rural women thus remained untouched.

9. The Second Five Year Plan (1956-1961) was closely linked with the overall approach of intensive agricultural development. The welfare approach to women's issues persisted. The plan recognised the need for the organisation of women as workers. It also perceived the social prejudices/disabilities they suffered. The Plan stated that women should be protected against injurious work, should receive maternity benefits and creches for children. It also suggested speedy implementation of the principle of equal pay for equal work and provision for training to enable women to compete for higher jobs.

10. The Third Five Year Plan (1961-1966) pinpointed female education as a major welfare strategy. In social welfare, the largest share was provided for expanding rural welfare services and condensed courses of education. The health programme concentrated mainly on the provision of services for maternal and child welfare, health education, nutrition and family planning.

11. The Fourth Five Year Plan (1969-1974) continued the emphasis on women's education. The basic policy was to promote women's welfare within the family as the base of operation. The outlay on Family Planning

to reduce the birth rate from 4.5 to 2.5 and through mass education was accorded to immunisation of school children and child health centres for children, expectant mothers.

The Five Year Plan (1974-1979) aimed to train women in need of protection. It also recommended functional literacy and skills and knowledge to women as a housewife (including nutrition, health care, home

incidence with the International Year of the Woman and the submission of the report to the Committee on the Status of Women (CSWI). The overall task was to undertake a comprehensive study of all the questions relating to the status of women in the social, political and economic conditions and problems relating to women. The report highlighted the dynamics of social change and the impact of social change adversely affected a large number of women and had created new problems and issues such as:

sex ratio;
life expectancy;
maternal mortality;
participation;

led to a debate in the light of the emergence of new concepts and critical inputs for the formulation of policies other than as targets and significant out-

come was the recognition of women as a group adversely affected by the processes of economic transformation. It was realised that constitutional guarantees of equality would be meaningless and unrealistic unless women's right to economic independence is acknowledged and their training in skills as contributors to the family and the national economy is improved. A major outcome of the CSWI report was the *National Plan of Action* (1976), that provided the guidelines based on the UN's World Plan of Action for Women. The National Plan of Action (1976) identified areas of health, family planning, nutrition, education, employment, legislation and social welfare for formulating and implementing action programmes for women and called for planned interventions to improve the conditions of women in India.

15. An immediate outcome of the National Plan of Action was the setting up of the Women's Welfare and Development Bureau in 1976 under the Ministry of Social Welfare, to act as a nodal point within the Government of India to coordinate policies and programmes and initiate measures for women's development. The Women's Welfare and Development Bureau was charged with the nodal responsibility of—

- (a) Co-ordinating, and collaborating with multifarious programmes in other Central Government Ministries;
- (b) Initiating necessary policies, programmes and measures;
- (c) Collecting data to serve as a clearinghouse;
- (d) Monitoring programmes for women's welfare;
- (e) Servicing the National Committee on Women.

in the recommenda-
SWI by formulating
providing guidelines:
financial and physical

multi-national/UN
the field' of women's
problems concerning

programmes and

exercise for the Sixth
appointed the Work-
ment of women. Two
village level organisa-
of women in agricul-
ment were prepared as
is Plan was undoubt-
SWI Report of 1975.
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first time a shift was
are to development
Influenced by the era
of social justice, the
women's lack of access
factor impeding their
among others, the pro-
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ted. However, though
magnitude of women's
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her than the 'women'
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the Year Plan operation-
equity and empower-
the International Decade
first time, the emphasis
sing on inculcating con-
n; generating awareness

about their rights and privileges; and training
them for economic activity and employment.
In keeping with the spirit of the Decade which
aimed at integrating women into mainstream
national development, the Plan emphasized
the need to open new avenues of work for
women and perceive them as a crucial
resource for the development of the country

18. The access of women to critical inputs
and productive resources such as land (joint
title or patta scheme initiated in the Sixth
Plan period) were expanded in the Seventh
Plan period to include support through credit
(or small scale capital), marketing, training in
skills/management and technology. At the
same time, it was emphasized that technol-
ogy that causes unemployment or displace-
ment of women must be resisted. Another
salient and crucial recognition was the need
for organisation of women workers and
unionization that could:

- (a) Make demands for improving legal
services to safeguard rights;
- (b) Reduce occupational and health
hazards.

19. The Plan acknowledged the long hours
spent by women in activities within the house-
hold especially in the collection of fuel,
fodder, water etc., as well as their labour on
the family farm or in family business. While
the Seventh Plan did not call for the compu-
tation of women's work in these two areas as
part of women's contribution to the G.N.P.,
the identification of these hitherto invisible
areas was a significant beginning. Comple-
menting the productive endeavour were the
supportive services offered to women, espe-
cially maternal and child care facilities as part
of the total package of services for women.

Government of India schemes for women, others both for the ion. These schemes departments and min- it of India such as labour, Education, hnology, Welfare, evelopment. etc. The -specific schemes in percent of the total of beneficiaries or or general schemes

Government of India con- tinent in the Minis- evelopment, for the and children. This ntral Social Welfare mental and welfare

The Department s programmes for g programmes for es/Departments. A mes were envisaged 'lan periods—viz., Corporations, Sup- Employment Pro- g-cum-Production areness Generation d Poor Women, es or Institutes for i in Distress, Short nd Girls, Voluntary y Counselling Cen- ara Legal Training, ls etc.

rogrammes imple- ment of Women and e:—

- * Strengthening and improvement of women's work and employment in agriculture, small animal husbandry, dairying, fisheries, handlooms, handi- crafts, khadi and village industries, and sericulture;
- * Economic rehabilitation of women from weaker sections of society in the form of training and employment on a sustained basis;
- * Better employment avenues for women to bring them into mainstream national development;
- * Providing Short Stay Homes for women and girls in moral danger together with counselling, medical care, psychiatric guidance and treat- ment and services, and development of skills; and
- * Preventive and rehabilitative services to women and children who are vic- tims of atrocities and exploitation.

23. The thrust of these various pro- grammes is to provide five principal cate- gories of services:

- (a) Employment & Income Generation Services;
- (b) Education & Training Services;
- (c) Support Services;
- (d) General Awareness Services; and
- (e) Legal Support Services.

PERSPECTIVE TO THE MENT OF WOMEN

a consequence as well as a factors that limit life. The self-perpetuating cycle needs its grip can be loosened the measurable future. The cycle affects all the people est on girls and women. arts a chain of consequences, nutritional deficiencies, tardation, slow learning, w productivity, repeated of unpaid and unrecognized capacity, unemployment of poverty. The ed not tax the nation's d decisive social benefits rum of needs through education, food, security in the home and neighborhood training, support id energy, income and lity, safe motherhood, er weaning, immunity ases, management of iarrhoea and respiratory promotion and early is educational foundation equal participation

in socio-economic life. The process of inter-generational (and now intragender,) improvement, which is what development planning is about, has to ascend these steps in an unbroken sequence.

25. These may not necessarily cover women in specially difficult circumstances such as refugees and migrants, prostitutes and victims of atrocities, the mentally and physically handicapped etc. as these would require separate and detailed studies as has been done in the case of women in custody. However, for the majority of women, especially the rural poor, an integrated and decentralized approach to planning is envisaged. While the plan perceives mainstreaming as a long-term goal, it also realizes that some sector-specific measures will have to be undertaken to elicit higher participation of women in the development process during the interim period.

26. Recognizing the need for a holistic approach, the Perspective Plan offers sectoral reviews of the situation of women in rural development, employment, supportive services, education, health, legislation, political participation, media and communication and voluntary action, while suggesting inter-linked and converging strategies towards a holistic development of women by 2000 A.D.

CHAPTER-I

RURAL DEVELOPMENT & AGRICULTURE

women constitute nearly 80 per cent of the country's population. They constitute the backbone of the country's economy which is agriculture based. Although there has been categorical commitment in the development plans, the plans have not been adequately implemented. The emphasis on rural production in which the women's participation is high, the plans have been group and area oriented rather than regional and ecological. Strengthening women's equality as a national institution. Rural development programmes for women have only recognized the crucial role of women in mobilization as strategies for development and development organisations are also restructuring and redistributing resources. There have been utilized pressure and/or bargain on behalf

of programmes by the end of the Second Five Year Plan. During the Third Five Year Plan the momentum was maintained through a series of developmental schemes though allocations under the NES programme tapered. This was succeeded by the Small Farmers Development Agencies followed by Marginal Farmers Development Agencies, Crash Schemes for Rural Employment, Food for Work Programme, Drought Prone Areas Programme and Desert Development Programme in the early seventies. The contents of all these programmes were to strengthen the rural base of the economy, specifically the primary sector comprising agriculture, animal husbandry etc. and employment through labour intensive works that would create the infrastructure of roads and other community assets for the benefit of the rural people.

of the Community Development Programme in 1952 was a landmark and ushered in an era of mass participation of the people in the development of the country. The Community Development Programme was a systematic integrated approach to development with a hierarchical structure from the village level to the national level. It was a field to field approach to enrich rural life through animal husbandry, crop production, rural extension, etc. It has a special niche in the development of the rural sector. Five thousand Community Development Service Blocks were

3. It was recognized that the skewed pattern of land holdings stood in the way of creating an egalitarian society and obstructed modernization and intensification of agriculture. Land reform measures for abolition of intermediary tenures, tenancy reforms, imposition of land ceiling on agricultural holdings, distribution of surplus land to the landless agricultural workers and consolidation of land holdings were introduced through a series of State Legislations under Central guidelines.

4. Certain areas of the country are characterised by soil erosion, water stress and environmental degradation. The Drought Prone Areas Programme was started in 1973 aiming at an integrated area development for optimum utilization of land, water, livestock and human resources through a watershed management

desert Development centrally to cover the increasing desertification and ecological balance.

fulfilling mining the Fifth

examination within the present strategies of the National Plan of 1980 followed the theme of the Status of Women. Subsequently, the science institutions have produced enough material to make the Sixth chapter on Women the first time of planned

and participation in socio-economic activities.

9. Women's employment has been recognized as the 'critical entry point' for women's integration in mainstream development. The low and deteriorating status of rural women is attributed to their declining economic participation and other factors like the modernization of the agricultural sector. The need for giving a better deal to the rural women is beginning to be widely recognized. It is now accepted that the participation of women themselves in development activities is the most effective tool for the promotion of the access of women to the benefits of development. A working group set up by the Deptt. of Rural Development, Ministry of Agriculture and Rural Development in 1978 recommended that the major objectives of the development plan for rural women should be (i) The improvement of their economic status; and (ii) The promotion of women's organizations to have the collective strength to articulate their needs and promote their participation in the development process.

work on poverty and the theory of development is a successful strategy. Forty-eight per cent are found to be at the beginning of

these development strategies that rural women are a group to justify the strategy. The government must

10. The Integrated Rural Development Programme initiated in 1978-79 and extended to all the development blocks in the country in 1980-81 was conceived as one of the instruments for a direct attack on poverty. It dealt with individual rural families below the poverty line. Credit from banking institutions and subsidy from the Government were given to the families for self-employment and income generation. Under IRDP, a special place was accorded for training rural unemployed youth for employment with the introduction of TRYSEM. An exclusive scheme for the social and economic uplift of women

of Women and
) was launched in
of IRDP.

Accepted poor rural
rural development
problems identified
men were (i) margi-
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development (ii) spe-
ruct their access to
services such as, lack
their awareness and
n and lack of bar-
productivity and nar-
; (iv) low level of
making; (v) inade-
guidance for prom-
vity of rural women
) inadequate moni-
pation in different
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(ix) low health and

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Plan reiterated the
e Sixth Plan with a
reased coverage of
rural development

ne National Rural
(NREP), assuring
unemployed rural
ed in 1980. Subse-
n the rural landless

was attempted by the introduction of the
Rural Landless Employment Guarantee Pro-
gramme (RLEGP) in 1983. The Indira Awas
Yojana was added as an important compo-
nent of the programme in the Seventh Plan
for constructing houses for SC/STs and freed
bonded labourers. Social Forestry was added
as another component of the RLEGP with
national emphasis on greening fuel and
fodder.

14. The establishment of the Technology
Mission on Drinking Water and Related
Water Management gave a new thrust to the
Rural Water Supply Programme. Safe and
adequate drinking water is to be provided to
the entire rural population by the end of the
Seventh Five Year Plan.

15. The impact of the poverty alleviation
programmes coupled with the development
in various sectors reduced the rural popula-
tion below the poverty line to 37% by the
beginning of the Seventh Plan. The target is
to bring this down to 28% by the end of the
Seventh Plan Period.

16. Agriculture and allied fields provide
the largest sector for women's employment. It
largely determines the rural women's socio-
economic status. This is the sector where
women's role as unpaid labour in productive
activities is most prominent and is
responsible for conferring women a non-
working status. In case of both agriculture
and animal husbandry, development
strategies have provided very little attention
to women in comparison to their active
involvement in both the sectors. Some
training is imparted to women in agriculture
and animal husbandry under the
programmes for Farmers' Training and
Krishi Vigyan Kendras. But the Farmers
Training Programme has lost much of its

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Seventh
Rural

Development issued directives to the State Governments to give priority to women headed households, enhance the share of women under the anti-poverty programme (IRDP), and the programme of Training for Self Employment (TRYSEM). Guidelines for NREP and RLEGP envisage increasing participation of women in wage employment and creation of assets specific to the needs of women's groups. At present the share of employment generated under NREP for women is approximately 20 per cent. A special programme for women entitled Development of Women and Children in Rural Areas (DWCRA) was also introduced in 1982, as a sub-component of IRDP to accelerate the process of integration of women in the rural development programmes. Upto 1987, 11,553 groups are reported to have been organized in 106 districts under this scheme.

19. The Integrated Rural Development Programme meant for the poorest in the rural areas has been formulated for creating assets with a view to increasing the productivity and income generation abilities of the beneficiaries. Efforts have been made under this programme to select female headed households. The scheme of DWCRA could be strengthened and modified in order to ensure that the benefits reach more target groups. The National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) would generate additional employment to women in the lean season. Under Training of Rural Youth in Self Employment (TRYSEM), one third of the beneficiaries were expected to be women and special attention was be given to improve existing skills of women and imparting to them new skills under the programmes of

g, fodder production, post-harvest technology, application of pesticide, grafting, training in horticulture, sericulture, fisheries, poultry, dairy and other activities etc. The training of women has exceeded the target to 100 per cent by January 1988. Out of a total of 100 villages which received benefits during 1986-87, the number of families was 5.67 lakhs as against only 15.23 per cent as against the target of 30 per cent. On the whole, it is observed that more efforts are required to increase the participation of women in development programmes. The training provided by the Government and DWCRAs is not always adequate, with a tendency to limit to a few activities, although the Department of Agriculture is laying greater stress on rural extension and native activities too. More work is needed to be given to women in various trades and activities which can be taken up by women. Many programmes have not been thought of, not being given adequate attention, ability, training and resources.

Development projects linked to women's activities need to be taken up to improve the effectiveness of programmes related to women. Specific programmes for tribals in Jharkhand and Orissa, development of Operation Flood for milk production, pulses cultivation linked to women, Mother Dairy, prawn culture in the coastal region were not given priority in industry schemes etc.

Training of Rural

Youth for Self Employment (TRYSEM) should be revamped with a view to organising training in trades with assured employment potential to women in rural areas, as well as for wage employment in peripheral metropolitan and urban areas. State Emporia, marketing channels of KVIC etc. should be tapped to ensure elimination of middlemen and better prices.

22. The Accelerated Rural Water Supply Programme (ARWSP) and the Minimum Needs Programme (MNP) are of special significance to rural women who are the victims of drudgery, such as fetching water from distant locations. The Technology Mission on Drinking Water and Related Water Management lays emphasis on purification of water to make it potable, training in the use of water and maintenance of water sources. Women are the target of the awareness creation programmes as well as agents for creating awareness in conservation of water and maintenance of water sources. The low cost sanitation programme is also of great importance to women, who are otherwise subjected to a lot of privation due to lack of appropriate sanitation facilities. Rural Technologies and innovation promoted by CAPART aim at relieving the drudgery to women in several areas of their households and economic activities. They include the improved varieties of stone grinder, wheel barrow, ball-bearing pulley, groundnut sheller and smokeless chulhas.

23. The limited performance of the programmes introduced to achieve the integration of women in the development process suggests that only policy directives do not achieve the desired objectives. Programmes do not get implemented due to the lack of comprehension of the relevance of

on to national the concern for well articulated at making level, an served at the e policy directives nt of India for the women in the and the promotion ch, do not provide velopment in the ension, training a strong monitoring arly lacking at the es for rural women e exercise within the with marginal and inadequate

comings noticed in he programmes for nt objectives are (i) pt that women need s (ii) That the will automatically a result of economic ily (iii) Inadequate or designing socio- women and in group f supportive services , marketing, training ceing the drudgery.

used for integrating am of development thodological issues. y to the organization t of the voluntary ehold approach in es for rural women.

26. The organization of women's groups is considered to be one of the most effective tools for integrating women in the development process. Yet it has raised several issues which are not fully resolved. Some of the questions which are being asked repeatedly are (i) Who will organize the groups (the role of intermediaries)? (ii) What will be the size, structure and status of groups—formal or informal? (iii) Should the groups be organized first and the choice of activities to be undertaken by the groups come next? (iv) Should women be assisted individually under the IRDP etc. or be formed into groups? Apart from these unresolved issues, there are problems in selecting and working out economically viable group projects. Women activists argue against giving individual projects to be carried out within the household as it would only perpetuate their subordination in the household hierarchy. They claim that assistance to the voluntary agencies, which was expected to provide grass-roots structural support in this regard, is either not forthcoming or has not been sought.

27. It is logical that the size of the group to be mobilized should be such as to enable close interaction amongst the members which is only possible when they come from the same background and from one cluster of villages. It is also evident that poor women acquire confidence when they get organized. The delivery system will respond positively even if they are informally grouped. But in the interest of economic viability, and to strengthen their earning capacity, it is desirable for the group to be formalized. It is however, not possible or advisable to suggest one organizational model for all situations. The experience by and large is that the organization based on personal interface and

more effective, more
than the highly
personal form of

processes under IRDP,
beneficiaries/pro-
portion of loan
of the same and
have not been given
of proper planning,
required after the
the same optimally
include most criti-
materials and facilities
processes and linkages are
cemented through the

in the field of land
women should get
land. Power struc-
dominated by the
s. Considering that
reform measures
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ation more specifi-
promoting their groups
gh Panchayati Raj
should have a vil-
include land use for
lands and forest
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of inter-mediaries in
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al, particularly in
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ide support to the
too, there are basic
carefully resolved.
ed whether the role
nizations has been

understood by the Government, or whether it
is feasible for the voluntary organizations to
function in partnership with the government,
given the differences in approach.

31. There is no uniform understanding
and acceptance of the role of the voluntary
agencies in the States. In some cases, there is a
complete lack of rapport between the
Government and voluntary agencies. In oth-
ers, there is the tendency of associating the
women's programmes entirely with voluntary
action, showing a lack of initiative on the part
of the Government. There is little doubt that
the voluntary agencies are committed to the
cause of women and have expressed a real
concern for the enhancement of women's sta-
tus. They have also demonstrated skills for
mobilizing women, and in trying innovative
projects. In view of this, the association of the
voluntary agencies with the programmes is
bound to enrich the programmes as well as
the delivery mechanisms. Yet, they cannot be
a substitute for Governmental action. To end
women's isolation from rural development,
the Government must work in partnership
with voluntary agencies.

32. Currently debated issues in the context
of women in rural development and in the
anti-poverty programmes, is the household ver-
sus group approach; some argue in favour of
ensuring a share of developmental resources
and benefits to women in all sectoral pro-
grammes, while others argue in favour of hav-
ing separate investments for women.

33. In India, the family is hierarchical, tradi-
tional and the status in the family is deter-
mined by sex and age. In the patriarchal
society, it is the man who holds the position of
the head of the family and the bread winner.

the man who gets attention in the use of developmental resources, education and other supports, contribution to the family's earnings is minimized. This bias, in fact, is the earlier programmes not recognizing women headed households. It is currently estimated at 30-35% of all households. In mounting pressure on the Government to give priority to women, it has been convincingly argued that an increase in the income of the women does not necessarily mean development. The household approach creates equitable conditions, participation of women and opportunities for self-growth and

social component within the plan. To facilitate action for women, the progress of the scheme of IRDP is monitored. The response of the women to integrating women's programmes. Therefore, it can be contended that a dual approach is desirable. This would be adopted as a target in all plans with earmarked social component plans for women. Such dual approach continued until women are empowered to articulate their views and until such time as the patriarchal system is internalized in the existing structures.

4. Inheritance And
 ...
 ... and in particu-

lar in the rural sector, the 'empowerment' of women relates mainly to their access to means of production and control over the fruits of their labour. The access to the means of production implies ownership of land, other productive assets, access to capital and access to technology and acquisition of various skills required to make labour power more productive.

36. The aspect of ownership of land relates to rights of inheritance which are governed by personal laws of different communities. These personal laws at present are discriminatory against women and have a bias in favour of the male heirs. The State Governments of Kerala and Andhra Pradesh have sought to remove some of these discriminations with a view to give daughters in the family, co-parcenary ownership in the family property on the same level as the sons. But even these changes do not go far enough and still discriminate against a married daughter and a widow and do not apply equally to the separate properties of the father in the Hindu Customary Law. There is discrimination against women of different types in the personal laws of other communities also. In the customary law of certain tribes, only male agnates in the male line are recognised as valid heirs and an unmarried daughter is only entitled to usufructuary maintenance. It would be necessary to introduce correctives to overcome the discrimination, in order that the gap between the State's proclamation to achieve equality of the sexes and its laws which deny it, is bridged. Women's undiluted access to land, the most productive resource, would undoubtedly bestow on her necessary economic independence and power and would improve her social position in the family as well.

access of women to land, do not incorporate the rights of women in the undivided property shown in the name of the husband or the father. Only in the case of a widow and happens to be the sole member of the family, her name may figure in the title of rights as the owner of

ownership of property by women, but it may be confined to land but not to movable assets like house, furniture, shop, factory or any other establishment or asset. Unless there are sufficient conditions for women to participate in and influence the decision-making in the use and disposal of

access to capital, there is a need for action on the part of the public authorities to extend credit to women independently of the male head or family. The chapter on women's participation in rural development analysis this further.

Land ownership pattern in India is male-oriented except in some tribal areas and a few other places where women's share is in operation and control. Property passes through the male line. The land records, to reflect the ownership and control, only record the names of the male members who are share-holders of the land. If a woman is mentioned in the land records, it is usually the male member who is mentioned in the land records. In the preparation of land records and recording of rights, the male holders of interests in the land would be in such a position that no other male member's name is recorded

as the owner and manager of land. Land reform measures have also not taken into cognizance interests of women as co-owners or cultivators of land, and to this extent land reform measures seem to have by-passed the women. The most prominent example where this inherent discrimination in land reforms has been noticed is the case of ceiling laws where most State laws have provided for a separate unit of ceiling for major sons in the family but not major daughters married or unmarried. Although from the point of view of implementation of such ceiling laws, addition of yet another unit in the name of major daughters would have further defeated its objectives, nonetheless, the discrimination cannot be denied. Further, in the matter of distribution and allotment of various lands, it is usually the male head of the family who gets the 'patta' in his name. Recently, of course instructions have been issued to give joint 'patta' in the name of both husband and wife while allotting land and house-sites. Similarly, in the matter of collection of minor forest produce and enjoyment of rights over common property resources, the rights of women are not focussed, even though it is the women who have to collect fuel-wood and fodder and minor forest produce from such lands.

41. Tribal social structures are more egalitarian and open and less stratified than social structures of larger and more advanced communities in India. The status and position enjoyed by tribal women in society is, therefore, in certain tribes, much better than their counterparts in other communities. This is on account of many reasons. Tribal society has a tradition of both men and women working on an equal footing whether in agriculture or in other vocations. Thus tribal women have

and are therefore, economic. There are also no restrictions on going out for work, men, and not necessarily usually tribal women go out in groups. In social matters tribal women are far more free to have a much greater say in making in family and community are not subjected to the social control by male family as women in other

in matters of inheritance of property and in access to certain built-in discrimination in some tribal community law of some tribal women from inheritance rights being reserved in the male line". These provisions in tenancy laws and applicable to these discrimination against have effect on their lives, economically and socially large numbers of them in certain tribal communities, the Ho Tribe in Bihar, a large number married so as to ensure usufruct rights available to their husbands. Many of them have lost their husband's and father's property or have been deprived of it even though they have a right. A number of women have been married in order to earn a living and hold over the family dependent on the husband's property even though they are agricultural women are declared

witches, the concealed motive being to drive them out of the village or even to kill them in order to usurp the family property.

43. The married women also enjoy limited usufructuary rights in the deceased husband's property. Even these usufructuary rights cannot be freely exercised by them since the husbands' male agnates often harass them and try to get rid of them in the hope of asserting their inheritance claims to the land. If the married woman has a son, he inherits the land from his father, and she has no legal claim to it. If the husband has one or two or more wives, the sons of other wives have inheritance rights to the land, and she is dependent on them for maintenance. In case, the marriage breaks up, or a man remarries or deserts his first wife, the woman is absolutely without land rights, since she has, by marriage, lost the usufructuary rights in her father's house, and she is also deprived of rights in her matrimonial home. Since tribal communities have their customary laws, the Hindu Succession Act, the Indian Succession Act, or any other succession Act do not apply to them.

44. The discrimination against women in the customary law of tribal communities, historically speaking, may have evolved with a view to preserve the integrity of the tribe and to prevent land passing from the tribal to persons outside the tribe which would have the effect of disintegrating the tribal society. While, it is necessary to preserve the integrity of the tribe and to protect the interest of tribals in land against any encroachment by non-tribals, it is also necessary to protect the interest of tribal women in land by giving them rights to inheritance in father's and husband's property. But safeguards will have to be provided in the event of marriages outside the tribe.

provision in law and customs which discriminate against women of inheritance of property should be changed while at the same time ensuring the integrity of the tribe and the alienation of tribal land to

especially tribals, and women of work. They are employed in the unorganised sector in construction, irrigation operations, forestry operations, domestic labour etc. and are subjected to brutal exploitation at the hands of contractors and the State. The exploitation is confined to payment of low wages for arduous work and other conditions. They are also subjected to exploitation. It is necessary to create a category of employment in the rural sector, specific institutional arrangements to protect women's

A.D.

plan is set within a 15 year period which poverty allevia-

tion in the rural sector remains central. It is targeted to bring down the percentage of rural poor below 10 per cent by 2000 A.D. The Department of Rural Development has already suggested that in case of women, poverty alleviation goals for 2000 A.D. should be to:

- (i) Bring all women-headed households (estimated to be 30-35 per cent) above the poverty line; and
- (ii) Attain the target of having women constitute 30 percent of all beneficiaries to be assisted under IRDP.

In addition, the endeavour should be to bring in the women's development dimension into the sectors particularly, agriculture and allied sectors which have hitherto not responded adequately to women's needs. Women's access to productive resources must also be ensured.

48. Political Power and access to positions of decision making and authority are critical prerequisites for women's equality in the processes of nation building. Hence it is crucial that the representation of women in local bodies upto the district level be ensured.

RECOMMENDATIONS

of the interlinkages of the social sectors and their strengthening each other, the agencies should function in convergence of the services health, child care, technology and mental measures. For maximum wherever possible prompt the group approach to women.

Minimum Needs Programmes should be widened and expanded. Efforts should be made to achieve the objectives by 2000 A.D. Increasing attention in the selection of sites for water sources, maintenance, should be aimed at. Sanitation should also be improved. Minimum Needs

should be given to higher priority in rural areas and programmes to generate employment in the

and redistribution are needed to ensure increased economic women's access to productive land for cultivation be ensured.

of women to land, corporate the rights of property shown in the name of the father. Only when it happens to be

the karta of the family, her name may figure in the record of rights as the owner of property. Therefore, in order to give the women genuine economic power through access to land, the following steps are necessary:

- (a) Where a woman has brought some property to the family through marriage, this property must be exclusively recorded in her name.
- (b) Property which is acquired during the subsistence of marriage should be recorded in their joint names.

1.6 Regarding women as co-owners of property should not merely be confined to land but also to other productive assets like trees, animals, house, family wealth, shops or any other income generating establishment or asset. This would instill confidence in women to participate in and influence the decision concerning the use and disposal of such properties.

1.7 Wherever share-holders in land and other assets are recorded in the record of rights, the share-holding must necessarily record the shares of female right holders also as per their entitlement. Existing records need to be reviewed and methods to revise entries to indicate joint ownership evolved.

1.8 Wherever other interests in land like cultivating possession, share-cropping, tenancy rights, rights in common property resources, rights of collection of minor forest produce, grazing and usufructuary rights, etc., are recorded, such rights must be recorded in respect of both male as well as female spouse.

ment of Government waste-common land, developed ment of Indira Awas Tena-riably be done in the joint and and wife or single title n to women heads of house-en and Scheduled Caste; who are widows, unmar-harrassment.

o reason why land, house ts should not be allotted en' as eligible categories. r strength and confidence prevent men from dispos-out her consent. In future, licy in the allotment of nd surplus ceiling land st 40% women members ries may be given pattas.

ownership, certain inter-itable, as for example ing and cultivation on ritability does not usu-emale spouse after the but gets shifted to the mily. The recording of ensure that the female ings inherits the inter-lies.

of many communities ale members, partic-s in regard to share in A review of property nd the principles of s they are applicable

ws of many tribal ot have any right of

inheritance in father's or husband's property, although they are entitled to maintenance during their life time. This discrimination should be ended and safeguards should be provided that this process should not lead to non-tribals usurping tribal landed property

1.14 Tree 'pattas' should be issued in the name of women as a matter of preference. Social forestry schemes on Government or village common and forest lands should be allotted exclusively to women's groups. This is particularly applicable to tribal women, and Scheduled Caste women.

1.15 Productive assets under Integrated Rural Development Programme such as ploughs, bullocks, hand pumps, etc., should be issued in the name of husband and wife and, in the case of women headed households, to the women exclusively.

1.16 In dairy cooperatives or similar activities, the name of the female spouse should also be recorded as a share-holder along with her husband.

1.17 An effective support mechanism is a watchdog committee at village/panchayat-/tehsil level to ensure that rights admissible to women are not deprived to them by members of the family and other vested interests should be developed so that their assistance can be taken by women in distress.

1.18 In implementation of land reform measures, potential women beneficiaries should be associated with any committee or representative groups set up to aid and advice the implementation machinery. The enforcement machinery for implementing land reforms needs to be made more effective.

communities, there are customs. If a tribal woman is raped by a man with a non-tribal, she is socially outcast from the tribe and deprived of the minimal rights in land available to other women. It is necessary to make appropriate laws to end such practices exist, and to enforce customary law for their enforcement should be made available to

strategy of their development and physical and social protection. This training should also teach them how to cope with various exploitative situations including those of the marketing. Support systems should be built up with the help of traditional tribal community organisations. Legal aid, para legal training to educate tribal women and spread of legal literacy, among tribal women in general and migrant labourers in particular, should be important components of the support structure.

women who are accused of crimes should be given legal, social and economic aid.

of collection of minor forest products from tribal women should be included in the record of rights. Facilities should be provided to collect fuel-wood, and to provide material for their employment.

1.25 Women members of households should be entitled to credit, independent of the male head of the family or without his endorsement, where no mortgage of his property or joint property is required.

1.26 of women labour should be protected to protect their interests. In the absence of existing legislative measures wherever rural development programmes must recognize women as a special category.

1.26 Since women constitute a substantial proportion of the self-employed categories, requiring, credit assistance, credit societies exclusively for women members need to be organised.

for such activities as marketing, contracts for which where women are engaged, should be issued to women applicants.

1.27 In terms of credit as a development input, the banking system is not sufficiently responsive to social banking needs and has not been able to deal with barriers that hinder women from using or gaining access to credit. Priority sector lending of banks must be extended to women as a group. Special counters for women in banks may also be initiated. Particular emphasis should be placed on institutional credit mechanisms at differential rates of interest for women in the unorganised sector.

creating awareness, training, helping tribal women to develop into collective organisations and improving their economic key to the future.

1.28 Women's Development Corporations should be established in all States. They should obtain banking support to provide credit at national and local levels. The

mission on Self Employed
s recommendations also sug-
rms of reference of Women's
orporations be expanded to
role.

r of existing models in the
provide examples of alter-
providing credit to women
d sector coupled with effec-
s required to utilize the
be replicated on a large
t, it is recommended that the
ne that has been modelled on
es should be extended to all
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of income generating
er IRDP and TRYSEM,
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women in the selection of
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ste Land Development
and agro-forestry must
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ated by the Women's
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women members of
undertaken to enable
ir role and responsi-
em with information
s concerns should be
rogrammes for male
well. A committee
coordinator for
roposed) should be

formed to look into the training needs of men
and women panchayat members, and to help
in designing the training programmes. The
proposed, Resource Centre could assist in
evolving suitable training modules.

1.33 Provisions and infrastructures
created under NREP and RLEGP should be
closely linked so as to optimize their impact
on rural women's development. The linkages
with the funds and other infrastructural facil-
ities available for the line departments is to be
ensured in this regard. The plans for the crea-
tion of infrastructural facilities should be
devised locally, in consultation with the
women, instead of waiting for a centrally pre-
pared blue print. The appointment of district
coordinators for women's programmes
would expedite this process.

1.34 The Agricultural Extension System
(T&V) should include women that work on
family farm within its purview. Food produc-
tion, nutrition, population education etc.
should form the extension service package for
women. Simultaneously, agriculture exten-
sion programmes for women must be initiated
in all States.

1.35 An impact study of the Farmers'
Training Programmes and Krishi Vigyan
Kendras should be routinely made. The syl-
labii of these institutions should be geared to
the productivity role of women. They should
collect area specific information on women's
activities, assess the training and information
needs of women, as well as provide feed back
to the media for dissemination of information
on women's role in agriculture and allied
activities. The Kendras need to be extended
to all districts.

Women's role in animal husbandry should be approached in a more pragmatic way. They should be trained in the management of cattle, veterinary care and fodder collection. Production of fodder, collection or individually, by women is to be regarded as a must in self employment programmes in animal husbandry. A cadre of para-veterinarians from among the beneficiaries should be created.

Efforts for increasing the membership of women in existing dairy cooperatives, and of women for taking up managerial responsibilities, and separate cooperatives should be aimed at.

Voluntary organisations and educational institutions should be increasingly

motivated to take up micro studies and action programmes in mobilizing and organizing women, and encouraging them to avail of the provisions of various programmes.

1.39 There is need to organise and conscientize the women under DWCRA, TRYSEM, STEP, etc. in order to get higher benefits from these schemes. The TRYSEM schemes should recognise literacy as a skill since it is an essential input for participation in various schemes. The 30 per cent target stipulated for women in various schemes should be strictly met by the officials.

1.40 There should be proper publicity about various programmes meant for rural women. Awareness camps should be organised in order to make rural women aware about the various schemes and programmes by voluntary and government organisations.

CHAPTER-II

EMPLOYMENT & TRAINING

of women in the Indian economy has been established. Women engage in a wide variety of work, especially in the unorganized rural unorganized sector, cattle, sow, transplant and work on handlooms and its mostly as low paid wage and family workers.

In the informal sector, women are workers and producers selling a wide variety of goods, such as, flowers, cooked food, work as domestic workers, and urban areas, they are extension workers. In addition an average, 7-10 hours chores as well as collection water, and child care. The time and energy expended in these chores, however, remain without any productive economic value is lost. Nor has any major step been taken to improve women's access to work or to reduce the drudgery in work performed by them.

Work

On the extent and nature of work, the essential pre-requisite for employment policies to relating to the work in India is currently the following sources. These are (i) Census (ii) Surveys (iii) National Sample Survey (iii) Studies con-

ducted by the Directorate General of Employment and Training (DGE&T) and Labour Bureau (iv) Annual surveys of industries compiled by the Central Statistical Office (CSO) (v) Periodical reports from the State Governments and (vi) Individual studies conducted by the Central and State Governments, universities and research organisations.

4. The decennial population census provides valuable information on important aspects such as work participation rates by age, sex and occupation for both rural and urban areas. These data are available on an All India basis and for individual States upto the village level. The census also provides information on the levels of employment and other work related aspects. NSSO produces comprehensive and detailed data on structure and changes in the labour force by relevant socio-demographic variables through a series of quinquennial surveys from 1972-73 onwards. The Thirty-second (1977-78) and Thirty-eighth (1983) rounds have collected valuable data on the attitudes of women towards work and other related aspects. The DGE&T and the Labour Bureau have continuously collected vital information related to the organized sector and the implementation of labour laws. The latter also conducts occasional field studies on selected topics of national importance. The Labour Bureau has brought out a useful reference document entitled "Statistical Profile on Women Labour". It gives details regarding the population of workers, their average daily employment, sex-wise employment in factories by special/normal weekly hours, live register and placement data, minimum and maximum wage rates for workers by sex and age based on occupational wage surveys, statistics on social security and information on factories providing

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of women in the Indian and their contribution to the economy has been established. Women engage in a wide variety of work, especially in the unorganised rural unorganized sector, cattle, sow, transplant and work on handlooms and are mostly as low paid wage and family workers.

In the informal sector, women workers and producers selling a wide variety of goods, such as, flowers, cooked food, work as domestic workers, and in urban areas, they are domestic workers. In addition, they work an average 7-10 hours a day as well as collection, water, and child care. The time and energy expended in these chores, however, remain without any economic value is not recognised. Nor has any major effort to improve women's access to work or to reduce drudgery in their work been performed by them.

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The annual survey of industrial information on employment data on emoluments with stories. Some organizations State Governments, universities and individual have been conducting micro studies on socio-economic characteristics and other problems.

Availability of data on employment sources is, however, limited by differences in the definition of uniformity in classification of educational level, sex, participation rates given as are not comparable as adopted in each census. In the 1961 census, any useful work for even an appreciable part of the work-day was considered as worker, whereas in the 1951 census, he/she was classified as worker accordingly. This difference of workers brought about the participation rate of the concepts of 'main worker' were adopted. In the 1951 census, the 'main worker' was a worker who has spent part of the reference period as a worker. In the 1961 census, the 'main worker' was one who spent the major period but some work during the

period than a day or a week. 'Weekly status' is determined with reference to a period of preceding seven days. A person who reports having worked at least for one hour on any day during the reference period of one week while pursuing a gainful occupation was deemed to be employed. A person who did not work even for one hour during the reference period but was seeking or available for work was deemed to be unemployed. In 'daily status', activity of a person for each day of the preceding seven days is recorded. A person who worked at least for one hour but less than four hours was considered as employed for half a day. If the person worked for four hours or more during a day, he/she was considered as employed for the whole day. Those with jobs for less than half the days in the preceding 365 days are considered unemployed with 'usual status'. The 'weekly' employed are those with less than one day's job in the preceding seven days and the 'daily' unemployed with less than half a day's work in the week preceding the survey.

definition used by the NSS for 'daily status', 'weekly status' measures the employed or unemployed labour force of those with the activity status with reference to a longer

7. The employment of women is generally under-estimated in many of these sources. Often women themselves would report unemployed if they were not cash wage earners. The manner in which women's productivity is interpreted is also responsible for underenumeration of the female workforce participation. In quantifying labour days of employment, female and child labour is often converted into equivalent adult man days, though the converse factors vary from source to source and region to region. Such an assumption is totally untenable. A woman often earns half the wage earned by a man for an equivalent of a day's work, but not because her productivity is less. The wages paid to women is determined not by economic criteria but is a result of the cultural attitudes,

and power structures in view of the relative evaluations in any sector is called equal remuneration for work

Participation

It is important to analyse the

changes in female work participation rates over a period of time so as to assess the impact of various programmes on female employment. The main limitations in such comparison is on account of the changes in the definition of employment. General inferences may be drawn from Table I below keeping in view the conceptual limitations.

Table I
Male and Female Work Participation Rates, All India 1971 to 1981 (Furnished by Census & NSS)

Rural		Urban	
Male	Female	Male	Female
53.62	13.36	48.80	6.65
52.62	16.00	48.54	7.28
62.25	28.82	56.29	13.81
63.84	35.53	57.09	15.53
64.06	38.48	57.48	17.80
53.80	23.18	49.07	8.32
63.23	38.74	57.71	17.13

India 1981, Series I, India, Primary Census Abstract Delhi 1983.
Bhaskara, April, 1986 page S-III.

main activity, the participation of females in 1981 are in 1971, whereas only evident with respect to NSS work participation much higher participation for both rural and urban due to differential base

figures used in the calculations. The NSS data employing the concept of modified main activity (including marginal workers) shows an upward trend in the work participation rates between the periods 1972-73 and 1977-78. The work participation rate of 1977-78 is roughly approximated in 1983 even after recording a steep decline in 1981.

Table II
Age specific worker Participation rates census main Activity, 1971 and 1981

(per cent)							
Rural Males		Rural Females		Urban Males		Urban Females	
1971	1981	1971	1981	1971	1981	1971	1981
2	3	4	5	6	7	8	9
7.56	6.30	3.05	3.53	2.75	2.46	0.82	0.88
1.31	58.19	18.80	22.77	28.32	31.54	5.51	6.19
1.56	82.71	20.58	24.29	67.49	63.35	9.54	9.29

2	3	4	5	6	7	8	9
95.45	92.79	22.16	26.14	90.54	86.78	11.68	12.17
97.61	96.71	23.78	28.45	95.45	94.93	13.11	15.14
97.62	97.25	24.43	28.90	95.15	95.40	14.53	15.34
95.50	94.08	21.08	23.94	87.85	86.86	12.71	12.42
77.52	67.59	11.19	11.29	55.35	47.49	6.46	5.75
53.62	52.62	13.36	16.00	48.80	48.54	6.65	7.28

India, 1981, Series 1, Paper 2, of 1983, Key Population Statistics Based on 5 per cent Sample Data, Delhi, 1983

e distribution of workers by type of employment is given below:

Table III

Male			Female		
1972-73	1977-78	1983	1972-73	1977-78	1983
65.90	62.77	60.40	64.48	62.10	62.21
12.06	10.57	10.77	4.08	2.84	3.10
22.04	26.66	28.83	31.44	35.06	34.69

ol. IX, No. 4, April, 1986

the self-employed category casual labour for both workers except for a slight female casual worker for Salary and Wage ever, declined substantially 1977-78 but has since 1983.

ensus data, age specific able II) reveal that increased for all age and the increase was 30-39 and 40-49 for data shown enhanced in all the age groups, not suggest a special the two age groups. reveal that more and p employment after ring age. This may working mothers on e younger children

and points to the urgency of providing supportive services to working women.

Size and Composition of Female Labour Force

12. The size and composition of the female labour force are a reflection of their overall submerged socio-economic status. In absolute terms, the female labour force has grown from an estimated 78.6 million in 1973 to 88.9 million in 1978 and 99.4 million in 1983 or an average annual addition of 2.1 million. In proportional terms, however, their participation rate has declined dramatically from 33.7 per cent in the 1911 Census to 20 per cent in the 1961 Census. Even following the new and broader definition of work, the female participation rate between 1971 and 1981 has registered only a marginal improvement from 12.06 per cent to 13.99 per cent.

13. The size of women's representation in the total labour force has also shrunk from

n 1911 to 31.53 per cent in 1971 (Source : 3 of Report on Status of wise composition of women n ever increasing process of of women, with agriculture per cent of the employment 73.9 per cent in 1911 and 1961. Women workers in rom 14.7 per cent (1911) to) and in the service sector t to 9.4 per cent between

: 1971-81, some marginal een recorded in the ratio orkers. The comparative males and females in the and tertiary sectors in ds that the percentage of tal workers increased in during the decade 1971- the proportion of those ury sector decreased by it increased by 1.2 and ly in the secondary and percentage increase in ary and tertiary sectors ertheless has been less

ector in India (which and non-agricultural uments) absorbs less tual work force of the are of women as of . Women's employ- ctor grew from 19.30 nated 33.41 lakhs in th rate of women's ganized sector has their proportion in

the total public sector work force has remained roughly constant.

16. Within the organized sector, female employment in the public sector increased steeply from 8.62 lakhs in 1971 to 19.50 lakhs during 1986. In the private sector too, women's employment improved, although at a slower rate (from 10.67 lakhs in 1971 to 13.07 lakhs in 1986). The number of women job seekers through employment exchanges rose from 11.25 lakhs in 1975 to 50.98 lakhs in 1986. The percentage of placements, on the other hand, increased from 1975—1982, but declined in the subsequent years i.e., 1983-1986.

Women in the Unorganized Sector

17. A majority of women are to be found in the vast rural and urban unorganized sector. According to an estimate by the National Commission on Self Employed Women, 94 per cent of the total female workforce operates within this highly exploited sector. Employment in this sector is characterized by low pay, long hours of work, low productivity, low skills and lack of job security. There are few labour or trade unions/ organizations to facilitate the mobilization of women workers and knit them into a conscious workforce. This is also due to the varied nature of occupation in this sector, inadequate legislation and ineffective enforcement of legal safeguards to protect these workers, particularly, in regulating their work conditions. Traditional socio-economic relations that operate in this sector defy categorization into 'employer', 'employee' 'labour', 'capital', 'rent', and 'interest' relationships.

18. One of the major reasons for women's work becoming increasingly limited to the

or is that women lack the acquire skills and training in occupational shifts. This is affecting social relations between as well as the structure of the women have to bear the major domestic chores, which in a poor economy consuming and labour are not have the time and acquire skills and training for skill attainment among consequence relegation to labour intensive, time consuming, is perpetuated by their technology.

of employment in the sector is held by women. Women in the rural unorganised sector, traced to nine . These are agriculture, animal husbandary, fisheries, forestry, khadi and village industries, handicrafts and sericulture. These sectors are broadly classified and allied occupations; categorized as village and . The sex wise break up of these systems for is given below:

iv
Age Employment Systems

(Lakhs)	
Women	Men
18.70	754.70
750.00	50.00
10.00	18.00
150.00	20.00
17.00	19.90
5.40	22.00
8.00	12.00
29.80	44.80

Government of India.

20. Although investment outlays in these sectors command high priority, and several government programmes exist to boost the productivity of these sectors, most endeavours are focussed on men and male producer organizations. The programmes themselves are executed largely by male bureaucrats and male extension workers. Women are viewed as indirect beneficiaries through the male members of their households, and not as participants and target groups. Most of the jobs in these sectors are low paid and performed by women. It is also a recognized fact that women are gradually being displaced from some of these sectors. Structural problems have risen in the rural unorganised sector as a result of the hierarchical pattern of land ownership, the nature of land relations, and gender division of labour and the credit system. There is a strong class-caste relationship in the ownership of land which works to the disadvantage of the economically weaker sections and particularly against women.

21. Construction labour is a fairly large sector of casual work, employing women in substantial numbers. Though the construction labourers are engaged on a casual basis (daily or piece rate), many of them have long years of experience in this area of work. Quite a few are initiated as youngsters, moving from one project to another, often migrating to distant and alien places, constantly dependent on the contractors to hire them. The use of contractors to mobilize labour for this sector has perpetuated the age old method of recruiting by "credit tying" and "loan bondage" methods that are routinely used to mobilize migrant labour for the seasonal harvesting operation in high growth areas. The exploitation of these workers thus begins with the methods of their recruitment. Their services are hired by sub contractors

obtain their labour from areas where unemployment is high. They obtain work from the labourers on a piece-rate basis but not on a daily basis. They force them to keep their profit at the expense of labour. Domestic workers should be organized through a workers' board or social clubs and trade unions. There should be such union or bodies that protect the rights of migrant workers to get a minimum work contract, wages, maternity benefits, medical facilities etc.

Work offers another major avenue for women and girls. Domestic service is a viable avenue of employment for migrants and urban poor. Domestic workers, as others in the organized sector, have remained grossly neglected in national data systems. In India, domestic service is largely unorganized and disorganized. The absence of a written contract and protective regulations, the exploitative nature of the work and the precarious situation. The percentage of married girls as domestic workers at the age of ten, who are employed to the mother has increased. An estimate in 1977-78 reported 1.68 million domestic workers as opposed to 0.62 million in 1973-74. The spreadover of time living in domestic service is 12 to 16 hours. The need for ensuring them dignified and regulating work conditions, social organization and protection. Simultaneously, the must be taken to seek alternate

employment through skill training and education

23. The National Commission on Self-Employed Women and Women in the Informal Sector has recently generated exhaustive data and analyses on these sections of women workers including specific groups such as women in the primary sector in mining, tobacco and beedi work; handlooms, handicrafts and garments; women vendors and hawkers, construction workers, and domestic workers etc. While analysing the status of these group of workers in the framework of existing macro policies and existing legislation, the National Commission makes various recommendations for their protection and empowerment.

Women in the Organized Sector

24. The organized sector accounts for approximately 10 per cent of the female labour force. Employment opportunities in the governmental and public sectors and the private corporate sector are limited in view of the general constraints on resources for major expansion and dependence on the dictates of market mechanisms which are prejudicial to women. Given these realities and based on the performance in previous decades, it is unlikely that this sector can offer much relief by way of expanded employment potential to women.

Constraints

25. Whether in the unorganized or the organized sector, women workers face several constraints which account for their low status

lack of access to productive material, credit, technology, markets are major impediments. Legislation, women's right to assets continue to be ignored their marginalization. As a result, women are increasingly compelled to work in rural as well as urban areas on a casual or permanent basis. In the absence of adequate skills and training, they face severe adjustment problems. Differences in religion, language, caste as well as separation of women from men. The situation of migrant women is also deplorable.

In the economy, women are concentrated in low status occupations which are usually at the bottom of the ladder. In most occupations, women are engaged in the more arduous and less remunerative work. For example, in the construction industry men do bricklaying, masonry, bricks and mortar; while women do the digging; in agriculture, men do the digging, ploughing, sowing, weeding, reaping, plucking, etc.; while women do the harvest produce processing, etc. In terms of social status, women continue to be considered as uneducated, low skilled and unproductive. In the absence of access to credit, training, etc., under the Differential Interest Rate (D.I.R.) scheme is available, the need for credit is not met. Other constraints include lack of information, lack of contact with bank staff, lack of collateral, etc., all of which hinder the utilization of this credit by women. The gender differential in the use of bank credit is also a major factor which could yield a

27. Absence or lack of enforcement of social and labour legislation hampers women's access to basic employment benefits. Women are denied rights such as minimum hours and minimum wages, and access to maternity benefits, maternal health care, day care and legal aid. There are a number of areas in which women receive no social security benefits. These factors together contribute to the insecurity of women and reinforce their inferior status as workers.

Factors Affecting Women's Employment Status

28. A combination of social and economic factors are responsible for the low participation rate of women. The most critical are:

- (i) Segmentation in the labour market which works against women;
- (ii) Adverse implications of technological growth for women;
- (iii) Lack of unionization of female workers;
- (iv) Absence of a purposeful human resource development policy aimed at improving women's employability and productivity through training; and
- (v) Conceptual ambiguities and lack of a National Labour Policy encompassing workers in the unorganized sector.

Segmentation of the Labour Market

29. Segmentation in the labour market leads to two major types of discrimination viz., (i) Wage differentials between men and

discrimination in terms of con-
 women in particular sectors
 and in certain types of jobs
 the agricultural sector, for
 ority of women are found to
 n lower paying operations.
 sector, women almost uni-
 wages than men. In the
 about 90 per cent of women
 engaged in unskilled or semi-

ntal economic force that
 es low is the gap between
 l for female labour. In the
 ndia's overall growth rate
 annum has not been high
 e sufficient demand for
 female labour) and to
 employment to a labour
 g at over 25 per cent p.a.
 intensive organized sec-
 y male oriented, while
 al activities which suf-
 on offered by the mod-
 which engaged female

female incomes and opportunities. The demand from modern industry, for instance, pushes the price for raw materials beyond what traditional workers can afford (as in the case of bamboo basket weavers). Mechanized fishing displaced whole fishing communities. The rise in the water table due to increased irrigation leads to increased salinity of drink- ing water necessitating long trips to fetch drinking water. Conversely, increased pump- ing of ground water may lower the water table to such an extent that traditional wells fall dry. Increasing deforestation, linked to 'development', has often meant much longer trips for women to collect fuel, water and fodder. Reforestation has itself tended to favour cash crops over fuel and fodder and trees entailing further hardship for women. Finally, adoption of new farming technology has significantly downgraded the input of women, largely on account of their limited education. It is therefore essential to analyse technology/industrial/agricultural/envirom- mental, policy to assess the status of women workers.

Lack of Mobilization

modernization has
 ; traditional employ-
 rsely affected women.
 ogical modernization
 l activities are well
 ave put about 84,000
 ers out of work in five
 . Modern herbicides
 l women and elimi-
 comes from weeding
 n straight displace-
 ort run, there are a
 isms through which
 is adversely affected

32. In all this, the lack of organization and unionization hampers the bargaining posi- tion of women, especially in the unorganized sector, which denies women all the benefits of collective action. Dispersed, unorganized and atomized they have no political power and no bargaining strength. The unorganized sector presents a number of difficulties in imple- menting protective labour laws relating to wages, conditions of work, insurance, provi- dent fund, maternity leave, creche facilities etc. The exploitation in this sector is only marginally under the purview of laws. Hours of work are long, wages are poor, conditions are hazardous, benefits are non-existent and

needs. Channeling
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It in this sector. As
disparities between
d unorganized sec-
inter-state, inter-
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re considerable and
re organized sector
women workers in
nvestment policies
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atic Training and pment Policy

urdles to the develop-
opportunities for
equate training. The
develop employable
better income and
women workers. At
occupations where
large numbers, such
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rers with little train-
upgrade there skills.
ogrammes are prim-
ing further imbalan-
lities to train women
the industrial train-
mics and apprentice-
Apprentice Act are
pecial focus on the
h is packaged along
s credit and market-
the existing facilities
ther than rural areas.

odal department for
n the Government of
of Women and Child
t has a number of

schemes such as short stay homes, working's
hostels, women's development corporations,
it has no national programme for women's
training. Further, it is evident that the mixed
programs such as the TRYSEM have not
reached women as effectively as visualized.
Currently, there are at least 45 schemes in 17
departments/ministries of the Government
of India catering to training of women but
they do not present a systematic integrated
approach to women's training. It is essential
that such an approach be fostered. The focus
of such training should be at those who are
presently the most disadvantaged - i.e., the
vast majority of women engaged in the infor-
mal or unorganized sector and forming 90 per
cent of the total female labour force. It should
provide training to improve productivity as
well as explore new avenues of employment to
facilitate occupational shifts wherever possible.

Conceptual Ambiguity

35. Although the constraints are multifar-
ious and real, there is difficulty in clearly
understanding the problems at hand, mainly
due to the invisibility and under-recording of
work done by women. In evolving suitable
employment promotion interventions, a cru-
cial issue has been the invisibility of women's
work as well as lack of comprehension and
value added to numerous tasks they perform
for family survival. A conceptual framework
for computing the value of such tasks is neces-
sary. The poor data base on the extent and
nature of employment of women on the one
hand, and the absence of clarity on what con-
stitutes work on the other, pose definite
impediments in assessing women's actual
productive participation in the economy. The
low visibility of their productive worth is
illustrated by the fact that only 14 per cent of
the total female population in the country fell

ers as per the 1981
and Seventh Plan
that there are large
work continues to
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employment sector.
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ng new avenues of
d productivity for

ategies are to be
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uly be effective, the
ategy for women
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ial services, aware-
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be achieved.

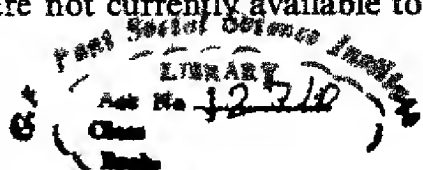
ategies are broadly
which have been
aints. Those strate-
new avenues for
upgrade their exist-

ing employment conditions as well as produc-
tivity and employment potential make them
a more articulate and conscious workforce,
and assure them better status and recognition
as workers.

New Avenues for Employment

39. In the organized sector, the employ-
ment potential for women is likely to grow
very slowly. On the other hand, there is a
considerable scope for employment in the
agricultural and service sectors. Diversifica-
tion in agriculture and in the other major
sectors of rural employment offers enormous
potential for employment. Horticulture,
commercial vegetable growing, food process-
ing, fisheries and poultry, agro industry offer
ample opportunities to rural women.
Unemployed young women could be trained
in extension work for imparting the necessary
skills in these activities. Besides, a variety of
new occupations could be created for women
workers in the areas of agro-based industry
weaving, textile printing, ready-made gar-
ments, production of stationery and prepara-
tion of indigenous herbal medicines and
packaging etc.

40. Expansion of the service sector in the
rural areas is a need and reality offering scope
for local women to be absorbed with the min-
imum training being provided. Nurseries,
creches and anganwadis also offer employ-
ment opportunities for a large number of
women. The areas of simple health care like
immunization, diagnostic screening (testing
of blood etc.) and other health functions
could be opened to intermediary levels with-
out affecting the overall standards. These
facilities are not currently available to poor



ly in the rural areas. Mid- could be trained for employment of these services.

Immediate need to diversify occupational base so as to promote employment on a wider scale. This is imparted in traditional carpentry, welding smithing, etc. which is also male necessary to provide training in non-traditional fields as identification of potential workers would have to be systematically in different way in order to determine scope of opportunities that are available.

Linkages between metropolitan areas with the surrounding area in another modality with a view to employment generation from these urban and rural areas in the fields of food processing, transportation, storage etc. This would open up large areas for employment opportunities in processing and marketing, etc. on a large scale.

Small scale industries is one of the means of creating employment. Suitable institutional arrangements for promotion of small scale industries should be developed to assist in the production, supply of raw materials, distribution of marketing and supply for these enterprising areas requiring expansion of cottage industries and acquisition of skills in

order to raise the status of workers to that of artisans and improve the quality of products (ii) Education, training and organizations of workers for collective action on various issues.

44. Appropriate technologies and modernization of their occupations would have to be inducted to increase their income potential. The role of middlemen who have been getting sizeable benefits disproportionate to their investment and efforts has to be reduced. Producer Co-operatives are one such strategy to reduce dependence.

45. An appraisal is necessary to examine the viability/marketability of the trades for which training and assistance is being provided by the government. The Central Social Welfare Board (CSWB) is implementing some employment generation schemes under which voluntary agencies in the country have been availing of financial assistance. Training is also given under TRYSEM etc. and socio-economic schemes are undertaken under DWCRA, IRDP and the Training-cum-production scheme of the Deptt. of Women and Child Development etc. An attempt should be made to expand the categories to encompass new and viable trades and create necessary linkages.

Training

46. A systematic human resource development strategy focussed on women is essential. Three levels of training are envisaged viz (i) The grass roots level; (ii) The middle level; and (iii) The policy and planning level. The content of a training strategy should encompass five principal components as follows:-

- * Organisational and extension training
- * Skill training

nt and entrepreneurial

1 of administrators/implementors in development issues
ainers

ional and Extension Training
nent of training is to be
aries, catalysts, extension
ssroots, middle and super-
nel, teachers, organizers of
t should aim at conscienti-
on, environmental health,
itation, education func-
legal training and related
roup mobilization, com-
skills needed for organiza-
nt will be emphasised in
with functional knowl-
ntion will be paid to the
ural component essential
imes women at the grass

g: This refers to skill
emphasis on the nine
men's employment i.e.
fisheries, small animal
nd village industries,
fts, sericulture and
type of training will
ig skills in these areas
women in appropriate
aimed at programme
catalysts/functionar-
isory workers. These
ed on the widest scale
to encourage them to
ufficiency as well as
Also included will be
rban/modern sector
manufacturing and
dustries as well as

small scale firms. Wherever possible women's employability has to be increased in the organised sector as the employment conditions in the unorganized sector indicate the need for a shift in the occupational structure. In generating such skills, care will be taken to ensure that the training imparted does not push women into sectors where mobility is limited, wages are low, health hazards are high, and worker benefits are not enforced.

46.3 Management Training: This refers to training in project formulation, monitoring, evaluation, information systems, credit/marketing management, and other skills required to administer and manage projects, as well as supervisory and entrepreneurial skills. Such training could be provided with the help of technical institutes (ITIs, Polytechnics, etc.) where special courses for training of women workers and entrepreneurs could be started. In conducting such courses, banks, voluntary organizations, and private and public sector industries could be effectively utilized to help formulate viable entrepreneurial projects for the trainees. Special training programmes to promote rural entrepreneurship in particular would need to be designed.

46.4 Sensitization of Administrators/Implementors: This type of training should seek to achieve sensitization of bureaucrats to the critical need to integrate women in development. The objective will be to develop appropriate attitudes and knowledge for planning/monitoring/implementing programmes and policies for women. Such training needs to be imparted through the training programmes of the Department of Personnel as well as other governmental and non-governmental agencies. A particular emphasis

training must be to train the of enforcement machineries d State levels, workers of l bodies, and voluntary lens Division at NIPCCD is g sensitization programmes 'judiciary to the issue of ien.

Centre would provide a new thrust for training and work towards translating national developmental goals into a systematic grid of programmes and schemes for training in skills/knowledge/attitudes at different levels

Trainers: In addition to iners within the existing frastructures, a special ide to train rural women structors in different sec- at they could train more a multiple effect.

riticality of training for women, setting up of a Centre for Women is g a coordinating/inter- ld identify and streng- overnmental and gencies to carry out ogramme research and ation. The Resource

48. As a preparatory step, it would be essential to identify and classify the various types of training institutions in the country. Examples of such institutions* are agriculture and rural home science centres; schools of social services, khadi and village industries, as well as vocational training centres; universities, ITIs, polytechnics, agriculture and veterinary schools, engineering colleges, kishi vigyan kendras, etc. At present, they have no special focus on training only for women, but these should take up new courses under a coordinated effort, monitored and planned by the resource centre. In addition, newly established training and extension departments, as well as existing training institutions, agencies, management bodies, and grass-roots organizations should be involved in imparting training to women.

*such training institutions has been compiled by the womens division at NIPCCD.

RECOMMENDATIONS

necessary to formulate a well
 oyment generation and
 ned at more productive par-
 ten, at the same time assur-
 employment benefits, social
 r working conditions.

tion of a National Labour
 e immediate attention. The
 ion on Rural Labour set
 rtment of Labour must
 of reference issues pertain-
 rs in rural areas including
 ganised workforce. The
 ommendations of the
 ion on Self Employed
 e given due consideration
 f such a policy.

al extension system cur-
 a minimal number of
 . Special extension pro-
 lved to create awareness
 nen in the field of agri-
 ndry and other related

ent programmes and
 e schemes like that in
 ould be strengthened
 ic works programme
 i of social inputs such
 ter, and covered shel-

ral employment sec-
 ation of women i.e.
 bandary, khadi and
 icrafts, handlooms,

sericulture, fisheries, forestry etc., and have
 large resource allocations. The mainstream
 sectors must integrate a women's component
 into the sectoral programmes. This would
 need 'earmarking' programmes for the
 development of women alongwith support
 measures and training in these sectors.

2.6 Though preferential emphasis should
 be in favour of the unprotected women
 workers in the unorganized sector, keeping in
 view the quantum of female labour force in
 this sector as well as the problems and con-
 straints, wherever possible women's employa-
 bility should be increased by diversification
 or provision of skill training in new or non-
 traditional employment in the organized
 sector.

2.7 It is expected that the next two devel-
 opment plans would be expanding the provi-
 sion of basic services. Women should be
 enabled to take advantage of these opportuni-
 ties for gainful employment arising from
 provision of basic services and to work as
 anganwadi workers/group organisers/
 ANMs/LHVS etc. The critical enabling
 mechanism will be requisite training and
 upgradation of skills.

2.8 While planning employment pro-
 grammes, it is essential to keep in view the
 demand projections of employment, expan-
 sion and production projections created by
 different government programmes. It should,
 therefore, be possible to monitor the needs of
 the various ministries as regards women's
 employment and plan potential personnel

income generation skills to the demand created by programmes for specific goods. NPE in its "Operation" visualized the need for this would be a continuous more than two decades. Simultaneous nutrition needs of anganwadis could be provide jobs to local women the nutrition supplement. actions of the District Committee will be to match and link potential areas of the women needing

For women should also sufficiency with refer to economic needs of the instance of backyard ry, small animal husbandry, in the social forestry, certain basic types of trees such as papaya, banana, etc.) should be protect food resources due export purposes must

If women from traditional modernization and technology particularly in the textile and handloom to provide alternate led by new technology of every new technology on women must be diffusion of technology thereof.

Inter trading/manufacturing, employment be encouraged by

ensuring a reasonable share of credit and other inputs. These micro-entrepreneurs should be organized into cooperatives and other types of specialised collective agencies.

2.12 In the sector of wage employment, women's participation in trade union activities should be encouraged. Creation of organisations for increasing their bargaining power could be stimulated through specific programmes and schemes. In this context the recommendations of the report of the National Commission on Self-Employed Women and women in the unorganized sector must receive serious attention.

2.13 Organization and mobilization are critical for women to perceive themselves as 'workers' and productive contributors, not merely as 'house-wives'. Special programmes for non-formal education and awareness generation of women workers should be strengthened and expanded on a national scale. For instance, the Nehru Yuvak Kendras (NYKs) provide an existing avenue to support awareness and employment generation programmes. It is urged that at-least one women NSS Volunteer be employed by every NYK to assist this process. Special attention may be paid to raising employability of adolescent girls so as to provide them with alternative options to early marriage. A national programme of legal awareness for both girls and women be initiated.

2.14 In the organized sector, the maximum age of entry of women in employment should be increased to 35 years, with provision for job sharing, part time work and re-entry into the employment stream at a later stage. Relaxation of educational qualifications for women in specific areas of employment may be considered.

2.15 In the organized sector emphasis will

d on the expansion of insur-
 nity and other benefits.

District Employment Committees recom-
 mended at 2.29.

al maternity benefit fund
 out of the contribution made
 workers and Government
 the burden on the individ-
 -respect of women workers.

paternity leave benefits
 isideration.

entives should be given to
 employ more than a cer-
 women particularly in
 lustries. Recognition and
 so be offered to employ-
 increase the employment
 e up programmes for
 education.

part-time employment
 to improve women's
 dditional employment
 must be available by tar-
 of employment in rural

be adequately repres-
 making bodies con-
 nel planning and
 t like the Planning
 anning Boards and
 ch as IDBI, IFC, LIC
 c Board, etc. Mahila
 l women's organisa-
 ened and sensitized.
 isations should be
 table income gener-
 on local resources
 e represented on the

2.21 The Ministry of labour should set up
 a standing committee especially for unorgan-
 ized labour to promote and develop a strong
 organizational base to improve their working
 conditions.

2.22 In the formulation of the employment
 strategy, a key role has to be given to agricul-
 ture through expansion of irrigation, crop-
 ping intensity and extension of new
 technologies. Though the rate of industrial
 growth must be accelerated, it must be recog-
 nized that even a higher rate cannot guarantee
 a larger volume of employment for women.
 Therefore, massive programmes of rural
 development will be needed to provide larger
 employment. In this context, the nine major
 rural employment sectors which have a high
 participation of women must incorporate a
 specific women's component into their sec-
 toral programmes. This does not necessarily
 imply seeking higher outlays but earmarking
 funds and ensuring a special component for
 employment generation programmes for
 women as well as support measures, and skill
 training in these sectors.

2.23 Women should have access to pro-
 ductive resources such as land, buildings
 credit, housing and skill training. The exist-
 ing loopholes in the property laws which deny
 women access to ownership of land should be
 removed.

2.24 Special interventions are needed to
 provide credit to women for production and
 marketing activities. Women's development
 banks should be encouraged at the national

credit, marketing
 vices to women's
 a major problem for
 producers' organi-
 zations to protect
 their interests.
 support for home
 industry should be provided.
 cooperatives must
 be encouraged in
 this area and the
 Government should make pro-
 gram organizations
 available on a
 preferential basis.

At the National
 level, a committee
 should be set up which can
 play a catalytic role in the
 implementation of policies and pro-
 gram reinforcing cells
 in various industries should be
 set up to monitor the policies.
 Ministries and agencies
 at different levels should docu-
 ment developments concern-
 ing women. A
 monitoring should be
 maintained for equal work,
 working conditions for
 women. Aspects should be
 monitored by the National Commission

Changes must main-
 tained. Every list sent
 by the Employ-
 ment Commission
 must have at least 30%

of women work-
 ers are both underpaid
 and undertrained on employ-
 ment. This should be widely dissemi-
 nated. Avenues for part

time employment should be explored to
 improve the earning capacities. Additional
 employment through-out the year must be
 made available to them by reserving a certain
 percentage of employment in rural works.

2.28 Every selection board must have
 women in it.

2.29 District level Employment Commit-
 tees be set up to plan, coordinate the demand/
 potential of employment programs. Line
 agencies, women's groups, small scale indus-
 tries be given sufficient representation. These
 committees should ensure 30 per cent
 employment for women, monitor employ-
 ment opportunities, and rural training
 schemes, and their accessibility for women.
 These should become part of the agenda for
 the committees.

2.30 The National Commission on Self
 Employed Women has also recommended
 that an advisory committee with some power
 of veto must be set up at the Central Govern-
 ment level to monitor the impact of technol-
 ogy on women and to identify and promote
 areas for research and development of pro-
 women technologies.

2.31 A small group may be set up by the
 Technology Policy Cell to design a format for
 evaluation of all proposals of technology
 transfer and automation in industries so that
 a view can be taken with reference to women's
 opportunities for employment.

2.32 It has been observed that after mar-
 riage a large number of women are forced to
 drop out of employment, inspite of their high
 qualifications and engage in household
 chores only. Such "post marriage brain-
 drain" should be stopped. Appropriate alter-
 native measures such as part time

job sharing etc. should be
se women.

workers employed in free
rise a particularly vulnerable
differentials in application
tion in these zones. Hence
need to be protected in this
services provided.

n of the critical role of
ising and strengthening
e employment is essential.

Resource Centre for
a new thrust to training
f information backed by
documentation is an
uld coordinate training
and strengthen existing
on-governmental agen-
stitutions with resource

be given increased
skills, management,
particularly in non-
re should be taken to
e not pushed into low
and hazardous jobs
limited.

re nine sectors of
iz. agriculture, dairy-
al husbandry, khadi
forestry, handlooms
must receive priority

programmes to pro-
urship should be
ployment should be

explored for training and absorption of women
workers in these rural small scale industrial
ventures.

2.39 Training personnel must be sensitized
to local women's issues, employment needs
and trades.

2.40 Women displaced by introduction of
modern technologies must be equipped with
alternative skills and employment possibilities
at the same level.

2.41 Facilities and incentives must be pro-
vided and increased for the enrolment of
women in all training institutes, polytechnics
etc.

2.42 Special, condensed, job-oriented
training courses must be organised for
women through ITIs, polytechnics etc., utiliz-
ing existing infrastructures. Hostels for girls
should be provided in existing polytechnics/
ITIs so that girls can available of training.

2.43 There should be a separate quota for
women's apprenticeship training in non-
traditional skills which should be non-
transferable so that women are assured entry
into such programmes.

2.44 Planning of training programmes for
women must keep in view the demands of new
Governmental programmes and maximise
opportunities for women e.g., the demand for
physical education instructors, expansion of
social forestry programmes, etc.

2.45 Training of trainers must lay special
emphasis on group mihilization/skills
inter-personal and managerial skills etc. as
well as sensitization to local women's issues,
employment needs and trades.

2.46 Training for management of coopera-
tives organizing and mobilizing women's

1. Training women for para-legal unions is also critical.

for diversification and education and skill training women should be given Special training programme designed to train dis-tributee to modernization or technologies.

fied vocational training by four or five blocks for imparting sectoral and women.

programmes for education and legal literacy and of women workers have

should be identified to paralegal training to literacy particularly in laws and employment ordered widely. In this committee for Implementation and similar structures involved.

programmes for rural and taking into consideration literacy levels and women's need for should not result in hasty going in a limited range of occupations considered that have seldom adequate livelihood. Vocational training and organizational skills.

2.52 The agricultural extension system (T & V) should take the women of farm families in its purview to provide the necessary information and training support. Food production, nutrition and population education should be included the package of extension services for women. Agriculture extension for women must be expanded as a concept to truly encompass other allied fields. The system should be strengthened with adequate number of personnel at least at the rate of five per block with corresponding strengthening at the supervisory and planning levels.

2.53 Women's role in animal husbandry should be approached in a more pragmatic way. They should be trained in management of cattle, veterinary care and fodder production. Production of fodder collectively or individually by women is to be included as an essential ingredient in employment projects and animal husbandry. Creation of a cadre of para veterinarians from the beneficiaries themselves should be aimed at.

2.54 Efforts for increasing the membership of women in existing dairy cooperatives and training and other provisions to enable women to take up managerial responsibilities must be a priority. Separate cooperatives for women should be aimed at. Cooperative training institutions must provide special inputs for women.

2.55 Training institutions in the sectors of sericulture, KVIC, handicrafts, etc. should recognize the contribution of women to these sectors and incorporate training needs of women beneficiaries and functionaries.

2.56 Special efforts should be made for improving the in-service training facilities for women.

of apprenticeship, incentives to employers for training of

ces

role of supportive services in
tive employment should be
essential to ensure that the
rural women on tedious
lder/fuel and water collec-
d care etc., be alleviated.

e technology for reducing
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il degradation and at the
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overall trends of eco-
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sis should be placed on
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made mandatory for
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benefits and family
ld also be available

t fund should be set
tions made by the

employers, workers and Government in
respect of women workers. The present obli-
gation of employers in the formal sector to
provide crèche/day-care centre facilities
should be replaced by a contribution of
employers to a common fund to be operated
at the State level.

2.64 Women should also have access to
infrastructural facilities like transport, stor-
age, raw material and other productive mate-
rial such as land, worksheds, technology, etc.

2.65 Supportive services like creches,
child-care centres, supply of firewood etc.,
which indirectly increase women's employa-
bility should be developed jointly by the
Government, the private sector and the
volunatry sector.

2.66 In the organized sector, emphasis will
have to be placed on the expansion of insu-
rance cover, maternity and other benefits
such as, creches. Universalization of creche
services to reach all work sites with over 30
working people is critical.

Enforcement and Legal Safeguards

2.67 Special cells/mechanisms must be
created to cater to women's needs and enforce
legislation on equal work, job security and
working conditions.

2.68 Criteria for fixation and revision of
minimum wages should be evolved without
impinging on the right of parties to negotiate
wage agreements.

2.69 Legal safeguards/facilities available
under various existing laws, such as the Min-
imum Wages Act, Equal Remuneration Act,

Insurance Act, Provident and Gratuity Benefits Act are not covered in the unorganized sectors. The extension of these laws to cover the unorganized sector must be examined. The Commission on Self Employed Women Workers has made specific recommendations to the Government and the unions and other organizations should converge to undertake the necessary measures to raise the consciousness among women workers about these legislative provisions. Lok Adalats should also be set up to bring out their problems in

There is a strong need to eliminate all discrimination in employment opportunities and measures, especially to bridge the disparities between women workers. The relative evaluation of the value of any job is called for to encourage women for work of

Under such conditions should be provided both formal and informal security measures against work-related hazards. There should be effective representation of women in the management and to be forbidden and suitably regulated through legislative

Government of India is the largest employer. It should ensure that maternity benefits, health care, work sites and wage

should be framed to encourage women at all levels.

Awareness and Conscientisation

2.74 Conscientisation is an integral part of the process of organization. Presently, there is near total ignorance among women particularly at the grass roots about the various labour laws and their entitlements as well as discriminatory provisions perpetuated under these laws. Nor are they aware of the productive and social worth of their labour. Legal literacy particularly in respect of labour legislation should be widely generated. Both the Government and the voluntary as well as the private sector should come forward for setting up legal aid centres at local levels so as to develop an informed and aware female labour force. In this endeavour, effective networking with existing structures such as CILAS (Committee for Implementing Legal Aid Service) is recommended.

2.75 There is a need for collective action, for which purpose, organizations of women need to be promoted and funded especially in the unorganized sector. Such organizations should be capable for exercising the required pressure for furthering and protecting the interest of members.

2.76 Although the Government has limitations in direct involvement in unionizing or organizing the female labourers, it can facilitate voluntary organizations in this task. Organization of trade unions in both the organized and unorganized sectors where such organizations do not exist at present is critical. Further to look after the problems of women workers and to improve women's participation in trade union activities, the formation of women's wings in all trade unions should be made essential.

2.76 Voluntary organizations, should be encouraged by Government to undertake

creating awareness about the existing structures and procedure concerning women.

Programs for conscientizing producers' groups on a regular thought of.

Publicity should be given to films and training materials. Brochures listing crafts and small-scale industries expanding women's participation should be prepared at each district headquarters for training. They could also contain information and knowledge to be made use of credit, marketing facilities, etc. The All India Silk Board, and other similar special units for dissemination at various levels. Utilize mass media for dissemination, apart from publicity campaigns.

and Suggested Areas

The information on employment is inadequate. Nor is it on a sound basis. Therefore, it is necessary to improve the coverage, flow and statistical data. There is a need for a fairly better coverage of employment which employs large numbers. It is also vital to take a closer look and definition of employment and planners have to study the contribution of women in the economy, and to domestication of fuel, fodder

and water. The jobs performed within the home or outside as an employee or as her own account should be included.

2.81 The Women's Cell in the Ministry of Labour should collect and collate available information on the employment situation of women and bring out a periodic report.

2.82 The annual employment review brought out by the direction of Employment and Training should furnish information of education levels, placement, and registration of women job seekers. (The survey conducted by the Directorate General of Employment and Training (DGE & T) in 1972 of graduates of 1968 gave useful information on women. There is a need to take up periodic surveys of this type).

2.83 There is also the need to collate, collect and disseminate information on studies on issues concerning employment policies and programmes and their implications for women.

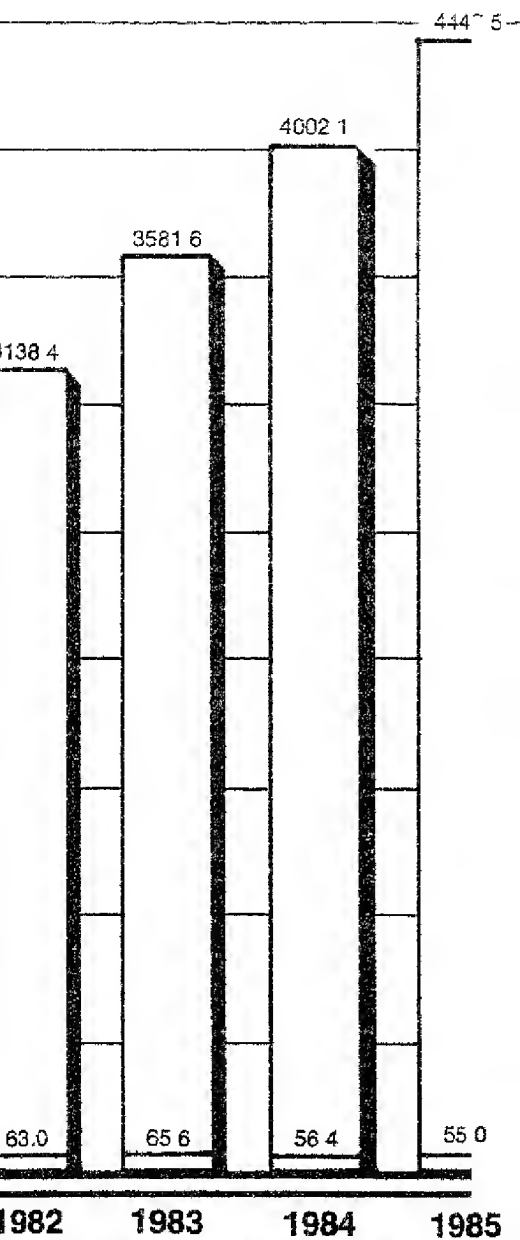
Information on the impact and benefits of development programming on women, in view of benefits envisaged e.g. empowerment or employment opportunities or managerial skills should also be collected.

2.84 The implementation of the Equal Remuneration Act and of other labour and welfare legislation should be routinely evaluated and reported and the findings disseminated.

2.85 Some of the areas which require research and analysis and which could be carried out by Governmental or non-Governmental agencies are listed below:

* Re-examination of the concept of

NS AND PLACEMENTS EFF CHANGES FOR WOMEN APPL 1975-1986)



o. of live register
 the end of
 e year

o. of placements
 fected during
 e year

CHAPTER-III

SUPPORTIVE SERVICES

**(Fuel, Fodder, Water, Creche/
Daycare, Housing)**

ing women are closely related services. These refer to the s and amenities that make functional and productive, same time reduce the udgery of the daily chores ected to perform for the nily. The major supportive quire attention are fuel, che and housing services. or hurdles to women's ities is the difficulty of ically viable means of day to day drudgery and hich are neither awarded : nor are shared by men. women are unable to avail ces in the absence of a are for the children while Similarly, the education cause they are invariably : mother to look after t is well known that en, children are also dder, fuel and water, ts for a large chunk of The use of inefficient their lungs, eyes and is also interferes with

ffecting women's ritically linked to the ent. In keeping with e as a housewife and woman irrespective of gion, spends most of ld chores. Table-I omen's work time tual time distribution place, undoubtedly d to the drudgery of working upto 16-18

hours per day. Unfortunately, such 'shadow work' brings her no monetary returns nor does it enhance her prestige in the family or society which is necessary for her to participate in decision making. In addition, women are often left to fend for the household's basic needs and sanitation, especially in the rural context. The Seventh Plan notes that women play an important role in agriculture, animal husbandry and other related activities such as storage, marketing of produce, food processing etc. About 54 per cent of rural women and 26 per cent urban women are engaged in marginal occupations in order to supplement family income by collection of fodder, firewood, cowdung, maintenance of kitchen gardens, tailoring weaving, teaching etc. It is not easy for a woman to take up employment, unless there are alternative ways to saving time at home and sufficient remuneration to justify her employment outside. Thus all programmes for women, be it education, health, family planning, nutrition, social welfare or legislation are necessarily interrelated support structures for reducing the household drudgery.

3. Since drinking water, fuel and fodder are the basic requirements especially in the rural areas, a major portion of women's time is spent on collecting these. Strategies which help overcome such problems by providing the necessary support services need to be carefully devised and effectively integrated in development strategies/plans for women.

4. In the previous plan periods, the emphasis was mainly on issues concerning education, employment and social aspects, without giving commensurate attention to supportive services. For example, the section dealing with the 'Infrastructure for Women's

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Fuel and Fodder

6. Fuel and fodder are best taken up together since they are biomass based and often, the same plant provides both. This system also integrates with food which, in turn, is linked to fuel through cooking. Hence the discussion here also touches upon forestry and wasteland utilization for growing a variety of biomass in the broader perspective.

7. Women participate in fodder production as a part of their activities in agriculture and in cutting and fetching fodder for feeding the animals. Generally, green fodder is raised as one of the crops or in grasslands and is gathered from the fields as and when required. Alternately a variety of straws and other agricultural residues are collected and stored as fodder or converted into silage or hay. Often women also have to visit the nearby forests to cut fodder from trees and bushes. This is generally done along with fuel collection. The harder biomass like twigs and firewood are used as fuel and the palatable leaves, as fodder. As for fuels, as indicated by a number of studies, cowdung (gobar) and agricultural residues and firewood form the major fuels for cooking and are gathered and stored mainly by women. The act of making and storing cowdung cakes has developed into an art, with 'bitodas' (cowdung storage structures) prominently standing out in the rural landscape. Cowdung cakes are preferred for slow cooking on low fires or heating milk, while firewood and agricultural residues serve to produce more intensive heat. Depending on resource availability, the utilization pattern varies with cowdung being more prominent in the northern regions. The major portion of total energy consumed is through such 'non-conventional' sources which in rural areas

a Modernizing Economy', Status of Women, touched are services. The National (1976) was also silent on the various supportive services. Sixth Five Year Plan separate Science and inputs for women (Item Science & Technology for Development. The Plan setting up of special cells for Science and Technology for the aegis of different bodies as the University Grants Commission, Council of Scientific Research (CSIR), Indian Agricultural Research (ICAR), Council of Medical Research, Ministry of Adult Education when it was proposed to Science & Technology for the living conditions and support services were not met. The Seventh Plan is devoted to women's development and is based on 'Socio-Economic Development of Women'. It notes that in Science & Technology inputs for women have to be made to

links between various activities have to be fully integrated purposeful women's development. The plan is planned on the basis of both at micro and macro levels and should identify and develop resource technologies, skill awareness, and institutional and policy

per cent of the domestic
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cent plans (Fifth, Sixth and
generally discussed the fodder
Husbandry', fuel under
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erved that the 'forestry'
assumed a significant
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9. As for fuel, the Sixth Plan (item 9.248 under social forestry) proposed: (i) Mixed plantation of waste land; (ii) Reforestation of degraded forests and raising of shelter belts. In the districts where shortage of fuel wood was particularly acute, new centrally sponsored schemes of social forestry including Rural Fuel Wood Plantation and Farm Forestry were introduced in selected areas. New thrusts in the form of Tree for Every Child programme, Economic Development Force, Eco-development Camps and Agro Forestry programmes were devised during the Sixth Plan. The concept of organic recycling (Item 9.36) and the propagation of biogas technology (Item 9.40, 9.41) were also envisaged. Further, this plan dealt with the new and renewable energy sources and suggested that energy forestry, biogas and biomass conversion technologies have to be taken up along-with solar and wind energy and a variety of other technologies. For example, item 15.95 on 'Energy Forestry' notes that firewood is the most important traditional fuel accounting for two thirds of the total energy contribution from noncommercial sources and is becoming scarce. In view of the pressure on land, all available unutilized pockets of land could be used for energy plantations. Considering that rural communities will continue to depend heavily on such resources, it was proposed to decentralize energy production and distribution as a part of an Integrated Rural Energy System (Item 15.105) which considers all energy resources in a given area.

10. In the Seventh Plan also, emphasis has been given to social forestry, agro-forestry and various renewable energy technologies and the necessity of creating awareness among people through mass media. The Plan notes that a proper implementation of some components of forestry programmes may

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ty of a variety of
tested. Similarly,

some of the selected technologies like the improved chulha, biogas solar cooking biogas based technologies etc. are being taken to the people through the Department of Non-Conventional Energy Sources. Apart from various governmental institutions like Department of Science and Technology (DST), Indian Council of Agricultural Research (ICAR) Council, for Scientific and Industrial Research (CSIR) and Department of Non Conventional Energy Sources, a number of relevant State departments are also taking up the implementation of such projects. Some reports analysing the reasons for the success as well as failures of experiments undertaken are available.

14. It is encouraging to know that recently a number of NGOs have taken up programmes with funding support from the various Government bodies noted above. A Bio-energy Society of India has also been established with a view to promote research and development as well as public awareness. Bio-energy education dealing with the production, conversion and utilization of biomass with special emphasis on fuel aspects is being given prominence. People's participation is being promoted through social forestry and other programmes. However, the linking of women with these activities is still weak. A few movements like 'Chipko' stand out, emphasizing that much can be achieved by organizing women at the local levels.

15. The agricultural universities, dairy development institutions and forest institutes undertake research in fodder and fuel production and have a network of extension centres such as Krishi Vigyan Kendras for taking these technologies from the lab to land. While agriculture provides fodder crops, special attention is also paid to trees and plan species

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addition to this, the Sixth Plan laid special stress on rural water supply as a part of the 'Minimum Needs Programme'. As in the Sixth Plan, the Seventh Plan also highlights the importance of drinking water. The supply of drinking water to all problem villages features at Point 7 of the Twenty Point Programme (1986). A 'Technology Mission on Drinking water in Villages and Related Water Management' was established in 1986-87 under the Department of Rural Development, Ministry of Agriculture, Government of India. The collaborating agencies identified were Council of Scientific and Industrial Research, Ministry of Science and Technology, Department of Environment and Forests, Department of Defence Research and Development, Ministry of Health and Family Welfare, Ministry of Water Resources and State Governments. The 'problem' villages were identified as those with: (i) No source of water; (ii) Water sources more than 1.6 k.m distance, 15 km. depth, and 100 metres elevation difference; (iii) Biological contamination (guineaworm, cholera, typhoid); and (iv) Chemical contamination (flouride, brackishness, iron). The number of such problem villages amounts to 39 percent of the total villages (2.27 lakhs out of 5.57 lakhs). In respect of these problem villages, some basic targets envisaged are:

Eradication of guineaworm	9,920 villages by 1989
Control of fluorosis	8,700 villages by 1988
Control of brackishness	17,500 villages by 1990
Removal of excess iron	2,900 villages by 1988

20. Apart from these, the strategy has focussed on 50 project areas (Minimissions) to evolve new, cost effective science and technology techniques, to apply and replicate these techniques in the rest of the problem villages and to implement an integrated approach to water conservation.

outlining the project objectives, strategy, management methodology, milestones, resources and policy needs, but by the Ministry of Agriculture this mission has started States Departments conferences, universities, research and voluntary organization are involved. A first Regional Seminar on issues for Southern States was held at Gandhinagar in July 1987.

These efforts, however, are limited to women. Although insufficient mention has been made of the weaker sections of society, only a few organizations and Technology Development Centres have looked at this problem from a development angle. Involving some institutional aspects of potable water supply has also been proposed by

in case of urban services, they should be in a position to provide water to all households and taps right at the door. Overcoming the current constraints of non-availability of water in problem terrains etc., is a task for the near future. Maintaining smaller water tanks, hand pumps and be given due

consideration of any problem of ensuring

people's participation in both maintenance and the distribution systems. Merely installing different kinds of units and equipment does not lead to sustained water supply. Thus, organizing women to adopt different technologies is a key issue. In this context, a successful experiment by a voluntary agency in Rajasthan could be considered as a model for replication. In this case, the people were involved in identifying the locations for tubewells. A few persons were then trained in their actual construction and maintenance. The system of giving due remuneration for subsequent management to these trained personnel was also evolved. This ensured sustained working of the pumps/tubewells and equitable distribution of water. Other case studies worthy of note are the "Water Harvesting Systems" employed at Banwasi Sewa Ashram and the "Water Sharing System" evolved at Sukhamajari.

25. Although a number of technologies are available, only a few have reached the villages. More research and development is needed on issues like devices for carrying water in hilly terrain, water purification techniques suitable for different problem areas, storage at home levels, and rapid methods of water testing.

26. A list of available technologies have been compiled in a volume brought out by the Cell on Science and Technology for Women. The CAPART has also brought out publications on drinking water and the third volume of its National Directory of Rural Technologies will be on Drinking Water. The Technology Mission on Drinking Water has brought out two publications entitled Sub-Mission on Desalination of Water and Sub-Mission on Eradication of Guinea worm.

Table I

Work methods by occupation of women in hrs./day [Srivastava, 1982]

	Landless agricultural labour	Small & marginal farmer	Average farmer	Land holder
ting	1.0	1.5	1.5	2.0
ng water	1.5	1.5	1.5	1.0
	1.5	1.5	1.5	1.0
	2.0	2.0	3.0	4.0
making dung cakes	2.5	2.0	1.0	—
	—	1.0	2.0	—
ince of house	0.5	1.0	2.0	1.0
t looking	0.5	2.0	2.0	3.0
's	—	3.0	2.00**	3.00**
n	8.0	2.0	*	*

* of sowing, transplanting, harvesting and threshing
 and storing food grains, making milk products, curd and butter and selling.

ent of industrialization
 and with the gradual dis-
 tional joint family and
 rity system, the prob-
 ers has become increas-
 h it is mainly an urban
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 situation is serious
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 uren are from the eco-
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29. Rural mothers struggle hard not only in the fields but also to collect fuel, fodder and water. Thus their time "out of home" is much more and the majority of them are forced to either take their infants along or to leave them under the 'supervision' of elder children who stay at home, or even alone. This situation not only keeps older children away from the educational system, but endangers the health of infants and small children. The need for child care services had already been accepted, but the legal provision exists only for women in the organized sector, which comprise approximately 10 per cent of the working women.

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 hey cannot afford to
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30. After the submission of the CSWI report (1974), and the International Women's Year, child care has been recognized as an important and essential support service in women's development. The CSWI report has stated that despite the laws and ILO Convention, maternity and child care benefits are available only to 3-5 per cent of Indian women workers in the organized sector. The

it of the organized sector do not get creche facilities not covered by labour laws. For women workers who are not in the organized sector, these facilities have so far not been provided as highlighted in the National Commission on Self-Employment and Women in the Informal Sector.

Creches were run by four voluntary organizations - the Child Welfare, Bhartiya Sangh, Bhartiya Adimjati Sangh, Bhartiya Adimjati Sangh. The Child Welfare launched a day care centres for child-bearing mothers in February 1974. The objective of the scheme was to provide all round development of children. The scheme caters to the basic needs of poor working and unorganized sector. The services include health care, immunization, sleeping facilities, recreation, training and nursery for children. Starting in 1974-75, the scheme covered 6,175 beneficiaries. In the year 1987-88, there were 10,210 creches running which included both day and night units. The Department of Child Development which has been planning that by the year 1990, the creches would cover all children. The programme has commenced in 1986. Grants-in-aid to voluntary institutions are being provided for training courses. In 1987-88, around 55,000 children were in day care centres.

32. The Balwadi Nutrition Programme is another programme being implemented since 1970-71 which looks after the social and emotional development of children in the age group of 3-5 years, apart from providing supplementary nutrition to them. About 5,045 balwadi centres are functioning in the country covering about 2.29 lakh children.

33. The Integrated Child Development Services (ICDS) scheme launched by the government in 1975 is designed both as a preventive and developmental effort. It extends beyond the existing health and education systems to reach children below six years and their mothers in villages and slums and delivers to them an integrated package of services—non-formal pre-school education, immunization, health check ups, supplementary nutrition, medical referral services and nutrition and health education for women. As on 31 March, 1988 information received from 1,455 ICDS projects indicate that 1,46,693 anganwadis were providing supplementary nutrition to 96.10 lakh children. In these anganwadis, 18.40 lakhs nursing mother were receiving supplementary nutrition. Though focussed on the all round development of the pre-school child, it is also the largest scheme providing part time creches facilities to children in rural and tribal areas and in slums. As an employment generation scheme for women, it employs nearly 2,00,000 women at the anganwadi level.

34. The National Policy on Education - 1986 (NPE), for the first time took note of the growing awareness that the performance of household chores, specially care of younger siblings, is a major reason for the stagnation in enrolment of girls in school. At two places in the policy document, (vide para 5.2 in Early Childhood Care and Education

para 4.3 in Education for (ity), reference is made to the re, attached to or near primary support service to encourage to attend school.

rate of urbanization in India, the scale migration of people to urban cities, has created a pressure on the housing situation. On the one hand, is the ever shortage of housing which is estimated to be of 5.1 million dwelling units alone (NBO 1981), and on the other, the steep cost of urban housing which is unable to meet the increasing demand and is a burden on the urban dwellers.

Under the Five Year Plans, the Government has launched several schemes for different income groups. A loan/subsidy is given to economically weaker sections. The implementation of these schemes on a wide basis has created a desirability of improving the living and environmental conditions of the populations.

Measures which have been taken for aiding house building include: provision of loans at low rates of interest, fiscal incentives, and development of land use regulations, through cooperatives, Panchayats and City Development Authorities. Slum Clearance and housing stock.

38. A Central Scheme of assistance for construction of hostel buildings for working women was initiated in 1972. The scope of the scheme was widened in 1980 by including a provision for day-care centres for children. Financial assistance is given to voluntary organisations for construction/expansion of hostel buildings for working women. Local bodies are also eligible for taking up these programmes. The total number of hostels sanctioned so far is 429 with a total capacity of 27,292 working women with day-care centre facilities for 2,920 children, since the inception of the scheme in 1972. It has been decided to reserve 5 per cent seats in the hostels for widows and other women in distress who are otherwise, eligible for hostel accommodation.

39. Under the Minimum Needs Programme to ameliorate housing and environmental conditions, the Government of India has been implementing various schemes viz., Slum Clearance Improvement Scheme, Scheme for Environmental Improvement in Slum Areas and the Scheme for Provision of House Sites to landless workers in rural areas and other social housing schemes for improving the living conditions of the urban and rural poor. The benefits of the schemes accrue to women also.

40. In the Twenty Point Programme (1986) high priority has been accorded to provision of drinking water supply (Point No. 7), improvement of housing conditions for 14.6 million rural landless families (Point No. 14) and those living in slums and squatter settlements (Point No. 15).

41. Large scale housing programmes have been taken up in different states under the

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has a wider mean-
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onment to which they are confined for a
greater portion of their lives, performing their
multiple roles that of production which is
often home based and therefore implies the
use of the shelter and its environs as the work-
ing space; that of reproduction which is tradi-
tionally viewed as their primary role and
includes child rearing activities linked to
domestic chores; and that of management of
resources and assets within the family unit
which includes activities such as storage,
managing domestic provisions, processing,
etc.

44. Women's housing needs, arising from
their multiple roles, have been listed as fol-
lows; as child bearers, they need access to
sanitary facilities and a healthy living envi-
ronment; as child rearers, they need space for
child care and recreation within or outside the
house; as managers of households, they need
water, fuel, waste and garbage disposal,
proper light and ventilation and space to per-
form domestic chores; and as producers, they
need a working space as well as space for
storage of raw materials and finished pro-
ducts, besides space for processing of mate-
rials. In addition, women also need privacy
and security as well as facilities for education,
recreation, production and training within
the housing space. Housing thus, implies
space beyond the confines of the immediate
shelter.

45. An effective public distribution system
for essential commodities like rations and
cloth is a necessary support for women, espe-
cially women workers in the unorganized sec-
tor. Poor women are denied ration cards
which forces them to purchase basic necessi-
ties from the open market at exorbitant pri-
ces. Even women with ration cards are often
denied rations due to understocking or diver-
sion of stocks.

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nd credit.

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n times of crisis. In
been deserted and
t had any legal right
housing or any such
policy makers and

legislators realized that, it is imperative to
accord priority to the provision of housing
for single and women headed households.

49. Various strategies have been evolved to
augment the housing stock in the country by
urban planners and specialists especially for
economically weaker sections. The target
groups have however seldom been involved in
planning for such housing. The norms app-
plied to make such houses affordable for the
identified target groups have ignored
women's needs for space in the dwelling unit.
It is necessary to scrutinize established stand-
ards and develop norms in housing especially
for economically weaker sections, and to
determine their adequacy for women. There
must also be visible participation of women in
the planning and execution of housing pro-
grammes in order to ensure that women's
needs are adequately considered in the hous-
ing designs.

50. Women have had no traditonal access
to capital assests or to institutional finance
and credit for housing. They have had to
resort to borrowing from traditional credit
sources at exorbitant rates of interest. Institu-
tional sources of credit such as banks have
not recognized women as credit worthy indi-
viduals in their own right so that they may
borrow through existing schemes at differen-
tial rates of interest. Various agencies have
tried to play an intermediary role in creating
access for women to institutional credit but
their outreach has been limited. It is essential,
therefore, that institutions such as HDFC
and HUDCO recognize women in their indi-
vidual capacities as beneficiaries for housing
credit and finance.

51. The housing market also offers a vast
potential for employment, especially in the

rural areas. Expanding construction activity in housing would ensure that greater oppor-

tunities for employment are created, while also creating shelter for the rural populace.

RECOMMENDATIONS

ater

specific to women have to be considering issues like fodder, water. Since these directly their involvement in all pro- o such issues must be given interlinkages between fuel, ing water with other aspects t of women such as educa- food and nutrition, health it be recognized and inte- worked out on a holistic ilization of personnel and

stressed by the Seventh ent must ensure public w upon the resources of educational (especially ogy) institutions, indus- organizations in imple- programmes for the nen. Various funding r sponsoring All India on a coordinated basis l Technology experts h the NGOs and the id implementing pro- ro-level surveys.

specifically organized wherever necessary to ementation of social water sharing projects e of various gadgets ary formal and non- to be appropriately schedules, seasonal ultural constraints.

3.4 In-training programmes, in addition to NGOs, educational institutions could play an important role. Agricultural extension centres, home science colleges, and youth forum like N.S.S. should be purposefully involved. Science and Technology institutions can take up the task of training and provide the technical back up in technology transfer as well as monitoring and evaluation.

3.5 A data bank may be set up with such resource centres where information may be made available not only on technologies but also on manufacturing availability of training facilities, etc. These centres must have working models readily available for demonstrations, and requisite resource persons. Interaction among the centres will enable them to serve as a national network.

3.6 Research must be undertaken both in improving and developing hardware and software systems. All the necessary technologies on collection, processing, storage and utilization of fodder, fuel and drinking water may be carefully analysed and gaps identified. Many issues are regional and location specific and tackled best at the micro level. For example carrying water is more problematic in hills than in plains; fuel problem is more acute in arid zones. The choice of fuel and fodder generating plants would depend on the agroclimate and terrains. The type of improved chulha required depends on the food and cooking practices. Perhaps an area based approach can be taken combining locations with similar type of problems into groups or clusters.

ual support in the small equipments manufacture of small ge harvesting systems small entrepreneurs ventures with suit-

ers both at the levels should be ce of programmes men in the context

nd traditional practices for conservat-and more efficient y and capital. For es which require ooking have to be d. Where possible, uld be encouraged. y of towns, the food ing areas can be is would reduce the ployment to women as while benefiting

l hardware and soft- / with respect to fuel ot easily solved at the it level of scaling has n view both the eco-consumer's conven-biogas system, a 80m³ is more economical plant but the former te management sys-munity biogas plant ilies could be a solu-lem, a suitable com-ty system has to be

3.11 Some of the above recommendations have been noted both in the 'Country Report of 1985' presented at Nairobi and "Forward Looking Strategies for the Year 2000". However, at the level of implementation, the programmes of various governmental departments tend to get superimposed. Hence it is important to identify one of the Ministries as the 'Nodal Ministry' for coordination and keeping abreast of all programmes related to women. The Ministry of Human Resource Development could perhaps take this up so that a Master Table could be prepared of all action/projects having a bearing on women, noting the time schedules for implementation, and the agencies involved in planning and action at the central, state, regional local levels. This "Nodal Ministry" for women may constitute sub-committee with members drawn not only from government but also from other participating agencies to discuss the various issues and evolve strategies.

Creche/Daycare

3.12 Creche services must be universally provided to all women, especially in the poverty sector. This would enable some of them to augment their family income and, at the same time, ensure proper care of their children. The children's health, sanitation, nutrition and early stimulation would get attention... Increasing the number of creches would also generate more employment opportunities for women. In view of the above, it is recommended that in rural areas, wherever ICDS infrastructure already exists, creches should be opened attached to the Anganwadis. These creches should make provision for babies below 3 years age. The timing of aanganwadis which provide pre-school services for children of 3-6 years, should be

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ing mothers.

3.19 Local women's groups and mothers of
the children attending creches must be given
training in preparation of toys, play materials
out of low cost/no cost indigenous material
Employment for women can be generated by
employing local women to prepare the mid-
day meals, etc.

3.20 Action research projects, such as, a
study of the impact of day care services on the
education of girls should be initiated.

Housing

Traditionally, women have had a signifi-
cant role in resource management including
housing managment. It is important to rec-
ognize this role and provide for women's par-
ticipation in development programmes, and
for incorporating their needs in schemes for
improvement of housing and environmental
conditions in the following manner:

3.21 Identify the needs of women in rela-
tion to housing and community facilities and
build them in an integrated manner into
housing development programmes.

3.22 Integrate environmental factors into
development planning for women as well
their requirements in settlement planning.

3.23 Involve women at all levels of decision
making and bring about their participation in
programme implementation so as to ensure
that the benefits of housing, essential services,
and community facilities are directed to
women in general and to the poor and vulner-
able among them in particular.

3.24 The special needs of women should be
identified and adequately catered to while
formulating minimum housing standards.

ties in homes should be
burden and drudgery
making productive and

3.29 The social and economic constraints
which come in the way of women's participa-
tion should be removed and their active invol-
vement in housing should be promoted by :

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housing for working
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d shelter as part of an
on programme .

Housing Policy which
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- Alloting house-sites in the joint name
of wife and husband;
- Mobilizing savings of women for
housing;
- Organizing self-help in undertaking
house construction work;
- Imparting training so that women
could become skilled labour (includ-
ing masons and other skilled labour);
and
- Ensuring access for women to institu-
tional credit at low rates of interest
without collateral.

CHAPTER-IV

EDUCATION

most important instrument for development. Education, therefore, occupies top priority measures taken to improve the status of women in India. In the past, family planning has shifted the focus from their traditional role as mothers to recognize them as workers, making a major contribution to national income. Over the past three decades, the emphasis has shifted from development to enrolment and to encourage them to pursue their education as far as possible. To provide non-formal education and training opportunities for women. The constitutional directives in the field of free and compulsory education up to 14 years has been one of the major components of the 'National Education Programme' and given

has been constrained by the attitudes of the people towards education. During the pre-independence period, education was linked to the socio-economic development, reinforcing the role of the state. During the British period, education became a tool of colonialism to have all the benefits of modernization for the farmers of the 19th century and for women's education to make them more capable of performing traditional roles. Since independence, the state makers have argued for making education a right and for making education about social

efforts to improve education and to provide adult edu-

cation for women, their educational status is still far from satisfactory. Female enrolment in educational institutions is low as when compared with males and dropout rates are high. There are also regional and inter-group disparities. The factors which do not permit the closing of the existing gap between the education of men and women are many. While undertaking a review of the educational system at the time of formulation of the National Policy on Education 1986, it was noted that the system is caught in a state of ambivalence, aiming at creating an equal society while at the same time not disturbing the class, caste and gender relationships. Issues in women's education are, therefore, not issues only of educational sector, but they extend to issues of environment, employment, production processes. Indeed, the entire gamut of social and economic policy has a bearing on women's education. The need for educating girls is not considered worthwhile. In urban areas, by and large, there is a greater acceptance of its need than in rural areas. Some other factors responsible for low enrolment are:—

- i. The requirement for older girls to stay at home to take care of siblings when mothers are away at work;
- ii. Need for girls to work in order to help in augmenting the family income;
- iii. Early marriage of girls;
- iv. Social customs that hinder female mobility after puberty;
- v. Lack of relevance of school curriculum, and
- vi. Lack of facilities in the form of school buildings, hostels and women teachers etc.

s Education in

has assumed special importance in the context of the country. This is because half the nation's population is female, a valuable human resource that plays an important role in the economic development of the country. It enables women to participate in the workforce, develop their abilities, and foster economic growth. This is conducive to social progress and development. Recognizing this, the Government has been laying emphasis on women's education in its five year plans. The Fourth Plan highlighted the need for measures for solving the problem of women's education. It held that "the lack of educational opportunities as well as the lack of work and this has led to the unequal facilities in various professions and public life". It further stated that "women's education is a primary and even at the highest stage, it should have a vocational or technical character as far as possible, so that women at various stages may be in a position to immediately take up work". Accordingly, the Government has continued to give priority to girls' education in its plans. The major measures have included elementary education, university education and technical education, scholarships, and physical education. It has continued the emphasis on the provision of educational facilities. The National Commission on Education (1959) made a recommendation in the Fourth Five Year Plan. It recommended measures like condensed

school courses for adult women, distance education, training and child care programmes. Subsequent plans supported these measures and also continued incentives such as free textbooks and scholarships for girls. This trend continued in the Fourth and Fifth Five Year Plans.

5. Although there was a large scale expansion of facilities for education upto the Fourth Plan, vast disparities existed in the relative utilization of available facilities by boys and girls at various stages of education. Hence, the major thrust in the Fifth Plan was to offer equality of opportunities as part of the overall plan of ensuring social justice and improving the quality of education imparted. To promote enrolment and retention in schools in backward areas and among underprivileged sections of the population, in addition to the incentives like free distribution of text-books, mid-day meals etc., girls were to be given uniforms and attendance scholarships. In spite of these schemes, it was noticed that insufficient numbers of women teachers resulted in low enrolment of girls. To remove this bottleneck, scholarships were given to local girls to complete their education and training leading to a teaching career. Besides, condensed and correspondence courses were organized for the less educated women. Emphasis was also laid on the need for orientation of the curriculum to meet the special needs of girls.

6. A landmark in the Sixth Plan was the inclusion of women's education as one of the major programmes under Women and Development which was an outcome of the publication of the report of the Committee on the Status of Women in India. The programmes for universalization of elementary education

schemes for encouraging handicrafts and to be expanded and

the planned objective of attaining full status of women literacy level among 100 per cent in 1951 to 1961 (excluding Assam). The corresponding rise was 17 per cent. Thus the gap in literacy between male and female from 17 in 1951 to 1961. In absolute terms the illiterate women has reduced, from 158.7 million (excluding Assam). 100 per cent of the illiterate girls formed 70 per cent of the children in the school

regional variations in the country. The literacy rate for

each State and Union Territory.) The literacy rate for women varies from 65.7 per cent in Kerala, as per 1981 census, to 11.4 per cent for Rajasthan. The Gap between male and female literacy rates in percentage points is only 9.5 in Kerala, but 24.9 in Rajasthan. States like Madhya Pradesh, Uttar Pradesh and Bihar are also lagging behind in girl's education. Certain ecological constraints like difficult terrain, variety of dialects as in Arunachal Pradesh, migratory habits due to inclement weather as in parts of Jammu and Kashmir etc., have also been instrumental in perpetuating low levels of literacy in such areas for the population as a whole and particularly for women.

Elementary Education

12. High priority has been accorded to elementary education in the National Development Plans to fulfill the requirements under Article 45 of the Constitution for universal, free and compulsory elementary education for children upto the age of 14 years. Progressive rise in the enrolment ratio i.e. the percentage of children enrolled to their total population in the age group during the various Plan periods is given in the following table:

Enrolment Ratio—Elementary Classes—1984-85

Classes I—V		Classes VI—VIII		Classes I—VIII
Girls	Total	Girls	Total	girls
3	4	5	6	7
24.61 (53.85)	12.9 (31.20)	4.5 (5.30)	32.4 (222.75)	17.4 (59.15)
32.4 (76.39)	16.5 (42.93)	6.6 (8.67)	42.5 (294.60)	22.5 (85.06)
41.4 (114.01)	22.5 (67.04)	11.3 (16.30)	48.7 (416.98)	30.9 (130.31)
59.6 (202.11)	33.5 (125.36)	19.4 (35.47)	82.5 (669.04)	46.5 (237.58)
59.9 (231.99)	32.8 (139.50)	21.0 (42.97)	61.6 (752.05)	46.5 (274.06)

3	4	5	6	7
65.9 (271.81)	40.2 (194.83)	27.7 (65.28)	67.2 (904.26)	52.0 (337.09)
76.7 (331.93)	50.6 (261.53)	36.3 (90.68)	78.3 (1100.84)	61.9 (422.61)
432.71	516.61	249.93	1407.99	682.64

ual enrolment in lakhs
is

Sixth Plan, it was to achieve universal additional enrolment required of which the 1980s i.e. a little more. There is a sharp fall in enrolment at primary level at the middle of the 1980s from 12 lakhs to 91 lakhs. At the same time, wastage and drop-out ratio falls from 1980s of girls in schools. Before is a task requiring

Tribes (ST) particularly girls is far below that stage, the enrolment rate is below the enrolment rate. The enrolment of girls increases at higher levels. Girls belonging to Scheduled Communities are also below the ratio of SC boys to girls is 2:1. In the VI century, 10 per cent of girls in the primary are enrolled, whereas the proportion is only 29.9 per cent. The reasons for SC girls being behind the boys are economic conditions and social constraints such as inaccessibility in tribal areas. Irrelevant curriculum to the

immediate environment is also responsible for low initial enrolment and subsequent drop-out rates. Among the urban and rural poor, the compulsion on girls to assist in household chores including care of younger siblings, and on children of both sexes to work for their own survival and contribute economically to the household income, forces them to remain outside the education system.

15. According to the Fourth Educational Survey (1978), in the plains 95 per cent of the rural population have access to a primary school within one kilometre of their habitation (having a population of 300 persons or more). Middle schools are available to 78.8 per cent of rural people within three kilometres from their habitation. But commuting to distant schools does pose a problem for girls. There are very few separate schools for girls. The parents, particularly in rural areas, are reluctant to send their daughter to co-educational schools. Moreover, in most schools, the teachers are male. Despite considerable emphasis in the plans, the proportion of women teachers continues to be low. Provision for accommodation for women workers including teachers is far from satisfactory.

16. A large number of primary and middle schools, in rural areas especially, lack facilities such as a proper building, adequate number of teaching rooms, drinking water

rls. More than 85 per cent per cent middle schools in have this facility, according India Educational Survey ilities for girls continue to

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ogressive rise in the rate of ndary education of girls s Plan periods as seen

(figures in lakhs)

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11.72 (24)

17.08 (37)

30.98 (43)

49.37 (44)

show enrolment of

uman Resource Devel-

ratio of girls in the age r secondary classes is t 29.3 per cent for boys. ontinues to be more or reas, and is affordable o the higher castes and le economic strata. mber of secondary in rural areas, their in respect of girls is aints in improving vel education among vailability of trained separate institutions el facilities.

1 of education has im of establishing a tion all over the icture, curriculum. rates. This system

has laid a common foundation for higher education without differentiation between boys and girls. Both girls and boys under the new system will learn the rudiments of science and mathematics, social sciences and humanities upto matriculation and thus gain a holistic basic education which will equip them to play an active and meaningful role in the employment market.

Higher Education

20. In the higher educational courses, girls constitute 24 to 50 per cent of the students enrolled, depending upon the type of courses. The most popular course with girls has been teachers training where they already constitute nearly fifty per cent of those enrolled. The number of girls in science courses had risen to 41 per 100 boys in 1984-85. In engineering and technology courses, however, the enrolment of girls is only 6 for 100 boys. This proportion has to be enhanced through suitable incentives in the forms of scholarships and other facilities for girls studying for these courses.

21. Girls enrolled for higher education, particularly those in science and technical courses, are mainly from the higher economic strata. There is a need to introduce positive measures to improve the enrolment to girls in higher education courses in rural areas and among backward groups like SCs and STs.

Non-formal Education

22. The concept of adult education has found support in several plan programmes. However, until the Sixth Plan, no special emphasis was given to women's education. In the Sixth Five Year Plan, adult education was included as a part of the 'Minimum Needs Programme' and the goal of reaching 100 per cent literacy by 1990 was set under the New Twenty Point Programme. Adult education centres exclusively for women were set up which provided education n subjects like

n and family planning. An
to build up awareness about
long women through discus-
d distribution of relevant

e Adult Education Pro-
om increasing adult literacy.
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, and the creation of spe-
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Functional Literacy for
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25. The various programmes, however
have not yet been able to make any significant
impact on literacy levels of the Indian popula-
tion, particularly on women. According to a
World Bank Report, in 2000 A.D. there will
be 500 million illiterates in India, constituting
54 per cent of the world's population of illiter-
ates. As per the Seventh Plan, the total
number of adult illiterates is about 900 lakhs,
of whom 580 lakhs are women. Although it is
encouraging to note that the proportion of
women in the adult education centres has
gone above 50 per cent (52.34 per cent in
1984-85), women still constitute about 57 per
cent of the illiterate population. Among
these, literacy levels of SC and ST women are
still worse. Even those treated as literates,
have very low levels of literacy, scant oppor-
tunities for continuing education and use of
literacy skills. Therefore, they often relapse
into illiteracy.

National Policy on Education—Initiatives for Women

26. The National Policy on Education (NPE)-1986 is a landmark in the approach to women's education. It has attempted for the first time to address itself to the basic issues of women's equality. In the section titled "Education for Women's Equality," the policy states:

"Education will be used as an agent of basic change in the status of women. In order to neutralize the accumulated distortions of the past, there will be a well-conceived edge in favour of women. The National Education System will play a positive, interventionist role in the empowerment of women. It will foster the development of new values through redesigned curricula, textbooks, training and orientation of teachers, decision makers and administrators."

It gives over-riding priority to the removal of women's illiteracy and obstacles inhibiting

attention in elementary has been laid on in vocational, technical education at different the women's participation occupations and existing technologies.

of Action for implementation spells out the mechanism:—

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ability to think

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the following:—

programme of elementary schools, particularly 10 and upto the

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iii) Increased women's access to vocational, technical, professional education and existing and emergent technologies and

iv) Review and re-organization of educational activities to ensure that they make a substantial contribution towards women's equality, and creation of appropriate cells/units therefor.

28. A number of measures have been suggested to achieve the stated objectives of the National Policy on Education. The Action Plan enunciates that every educational institution should take up by 1995 active programmes for the development of women. All teachers and non-formal education/adult education instructors should be trained as agents of women's development. Special programmes should be developed by research institutions to promote general awareness and positive self-image amongst women through programmes like discussions, street plays, wall papers, puppet shows, etc. Preference in recruitment of teachers upto school level should be for women.

29. National Literacy Mission (NLM) which aims at eradication of illiteracy in 15-35 age-group by 1995 concretises what is envisaged in NPE as regards literacy and adult education. The Mission document emphasises the importance of imbining the values of national integration, conservation of environment, women's equality, observance of small family norm etc. and goes on to say that "the focus of NLM would be on rural areas, particularly women and persons belonging to the Scheduled Castes and Scheduled Tribes."

30. For universalization of elementary and adult education the present programme of

ties for girls needs to be educational backward country. Increased assistance to voluntary organizations to education centres for girls. In support services should be the girls from sibling care household work like fetching, skill development linked to opportunities in the villages is a priority so that there is an effort of the parents to educate to develop adult education for women linked with skills and income generation development for girls. Continuous process of learning supported by programmes or agencies such as polytechnic, Training Institutes (ITIs), Agricultural and Home Science, Continuing Education up in a phased manner, national training, provide provision of literacy skills, learning for improving skills. There are 104 ITIs reserved for women and 97 reserved for women. be revamped during diversification of trades view the job potential, educational counselling, about credit, banking, movement and women's education, etc.

programmes would include, viz. teaching, extension. Women's incorporated in courses Research would be in identified areas/subjects.

Seminars workshops would be organized on the need for women's studies and for dissemination of information and interaction. Educational institutions would be encouraged to take up programmes like adult education, awareness building, legal literacy, information and training support for socio-economic programmes of women's development, instructional programmes through media, etc., which directly benefit the community and bring about the empowerment of women.

32. All the foregoing endeavours will be planned, coordinated, monitored and evaluated continuously both at the national and state levels. The Women's Cell in the National Council for Educational Research and Training would be revived and strengthened. National Institute of Educational Planning and Administration and Directorate of Adult Education would have cells to plan and administer women's training programmes. The Women's Cell in the University Grants Commission would be strengthened to monitor the implementation of various programmes at the higher education level. It is proposed that women's cells should be set up in all the states.

Perspective for Women's Education upto 2000 A.D.

33. The programmes for women's education will have to be implemented as a priority so that women attain a comparable level of education by 2000 A.D. The strategy to be adopted for raising literacy levels and education among women has to keep in view the vast cultural, geographical and ecological variations as also the problems relating to poverty and ignorance. The cultural and geographical variations call for decentralization

anning. Within the national planning, implementation and educational programmes has to act and block levels, keeping economic and geographic area. The vocational and components have to be in accordance with the availability of job opportunities in the various organizations and activities in the area should be

social and cultural handicaps created against women's education. In view of the multiple roles required to play, the setting of objectives specific to women is imperative. The targets fixed by 2000 A.D. in education are:

illiteracy, universalization of primary education and minimizing dropout rate in the age groups and stagnation to various sections

opportunities to all women at appropriate level, nature of education and also the success comparable to men

ationalization and secondary education should have a wide scope for economic independence

in effective means to be achieved by (a) Addressing the constraints that

prevent women from participating in the educational process; (b) Eliminating the existing sexist bias in the system; (c) Making necessary intervention in the content and processes of education to inculcate positive and egalitarian attitudes, and (d) Ensuring that teachers' perceive this as one of their essential roles

- v. Providing non-formal and part-time courses to women to enable them to acquire knowledge and skills for their social, cultural and economic advancement
- vi. Impetus to enrol in various professional degree courses so as to increase their number in medicine, teaching, engineering and other fields substantially
- vii. Creating a new system of accountability, particularly in respect of the basic educational services, to the local community, inter alia, by active involvement of women

In brief, it is reiterated that the goals and strategies spelt out in the National Policy on Education, POA and the National Literacy Mission will ensure a much larger access for women to education.

35. High priority has to be accorded to creating awareness, through the various communication media, of the need for women's education and their active participation in economic and political development of the nation.

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field research have pointed out that there is 25 per cent inflation in the enrolment figures, and 22 per cent enrolment is outside the age group. Thus the effective enrolment gets reduced by about 47 per cent. Accordingly, the coverage for 1984-85 for the 6-11 years age group may be estimated as 176 lakhs. The population projected for the age group is 422.7 lakhs. This means that only 40.7 per cent of the girls in the age group 6-11 are enrolled in schools. On a similar basis, the enrolment of 11-14 years age group gets reduced to 48.1 lakhs (from 90.7 lakhs) which is only 19.2 per cent of the population of 249.9 lakhs estimated for the age group. The population projections for the girls in the age group 6-11 years and 11-14 years for 1989-90 are 462 lakhs and 267 lakhs respectively. In order to have full coverage, the additional enrolment required would be 286 lakhs for 6-11 age group and 219 lakhs for 11-14 years age group, the total being nearly 5 crores. The task appears to be stupendous. Along with enrolment, there is the problem of very high dropout rates. Stemming from highly inflated enrolment rates and subsequent dropouts in the 6-11 years age group, enrolment of 11-14 years age group girls, even at primary level, may not be possible even by 1995.

39. In view of the social and cultural handicaps that have operated against women's education, the need for adopting a set of objectives specific to women's education is imperative. These would need to encompass the elimination of illiteracy and measures for retention of girls in schools, substantial vocationalization and diversification to enhance economic opportunities for women, improvement in the quality of education in terms of the values it promotes and inculcates, and finally the provision of access to professional

courses for women. Such measures would be necessary as also efforts to remove the inherent prejudices working against women's education.

RECOMM

- 4.1 Awareness needs to be generated among the masses regarding the necessity of educating girls so as to prepare them to effectively contribute to the socio-economic development of the country, to strengthen their role in society and to realize their own capacities. The media and various forms of communication have to be geared to this end.
- 4.2 A fruitful rapport has to be established between the community at large and the teachers and other education personnel. As per the Programme of Action under National Policy on Education-1986, every educational institution should actively participate in bringing about such awareness.
- 4.3 Involvement of local leaders, voluntary agencies and women's groups is also necessary. Mahila mandals need to be *revitalized* and re-oriented to provide an effective forum for the purpose. One measure to achieve this could be to assign the responsibility to mahila mandals for ensuring that all children in a community attend school. An incentive scheme should be introduced to motivate panchayats to ensure 100 per cent enrolment of girls in their respective villages.
- 4.4 Early childhood care and education introduces children into the school system gradually and smoothly. When children get used to attending schools, it ensures in some measure retention

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4.12 Multi-entry system for girls who cannot attend schools continuously should be adopted.

4.13 Wherever necessary, schools meant exclusively for girls may be set up. The recommended distance of 3 kilometres for locating a middle school is a handicap for many girls. To ensure participation of girls in middle schools, it is necessary to provide hostel facilities.

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4.14 The Savitribai Phule Foster Parent Scheme of Maharashtra could be adopted in other States/ Union Territories to help girls of poorer families to at least complete primary school. Under the scheme, well to do persons and organizations are persuaded to adopt one or more out of school girls and contribute in cash or kind or both @Rs. 25/- per month for her education. The money can be spent on uniforms, stationery or anything else, needed by the girl or also partly used to alleviate the economic distress of the parents. The Zila Parishad, Block Education Officer and headmasters play a pivotal role in implementing the scheme, which is purely voluntary and if district level officers for coordination of programmes for women are appointed they could also actively take it up.

4.15 Condensed courses of education at elementary and middle school levels for girls must be started in all the rural areas and for weaker sections of the urban community.

4.16 Many girls in the 11-14 years age group would first have to be brought

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cannot attend school during normal school hours due to various reasons. The Central Government is already implementing a centrally sponsored scheme under which grants to the extent of 90 per cent are provided towards maintenance of non-formal education centres exclusively for girls in nine educationally backward states. This programme should be strengthened further and extended to other states where education of girls is lagging behind. It should at least cover all the pockets of low enrolment of girls and areas of high dropout rate. Besides literacy, it must also provide relevant information on skill development and inculcation of positive self-image among girls.

4.20 Secondary education for girls should entail:—

(i) A ten year course in general education learning and diversified higher secondary education which may be either terminal or lead to further professional preparation; and (ii) Diversified courses after Grade VIII in technical subjects viz., agricultural technology, health services, food production activities such as, dairy and poultry and non-traditional areas need to be untroubled. A legal literacy component is also recommended at this stage.

4.21 Diversified courses leading to occupational preparation should be of parallel duration to the general secondary courses. In addition, there should be a variety of short and long term, whole time, part-time and

ses. The trend of to place emphasis on in view the rapid and advancement in agriculture, there is an skilled artisanship productive activities , and a variety of nes for adjustment to socio-economic er. Efforts should hat girls have every r into apprentice- that are non- l incentives be ame. Further, at seats should be in apprenticeship non-transferable

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uld be intro- lasses. Part- ould also be

4.25 Condensed courses should be organised in cooperation with local vocational training institutions to cover all rural areas and areas inhabited by weaker sections in urban areas. Such courses may be organized for small groups of girls, and combined with job training. Efforts should be made to cover at least 215 lakhs women in the age group 15-30 years under the condensed courses programme wherever possible the condensed courses of the CSWB should be expanded and strengthened. New programmes that are to be initiated must avoid duplication in the areas where the CSWB's programmes exists.

4.26 Correspondence courses and self study programme can be especially useful for girls desirous of continuing education but are unable to do so because of circumstances. Apart from imparting elementary education and knowledge about farming techniques, the curriculum for non student girls should include courses of training in occupational skills. Similar programmes should also be designed for girls in the urban areas.

4.27 The open school system should be expanded extending the facility to all the girls in rural and backward areas.

4.28 Science education for girls has been neglected so far. Secondary schools for girls must be helped to build good science programmes over the Eighth Five Year Plan. Special scholarships for girls opting for science courses need to be instituted at the secondary and higher education levels

scholarships may also be available to rural women, who opt for training, especially those who complete the condensed courses at the secondary stage.

There is a need to open more colleges and technical institutes for girls, especially in

to make scholarships, freeships, etc. be provided to enable girls from all areas to pursue higher education. Girls belonging to weaker sections, in addition to freeships and bursaries should also be provided to meet their requirements for food, lodging,

and should be encouraged to enter higher education. Reservation of seats for girls may be considered to overcome the bias in access to certain

vocational training and guidance centres organized exclusively in a particular area to help girls in colleges and to provide suitable courses related to their interests, and free of

technical education for girls. Nonformal, should include programmes of rural extension, the wings of the university, the large scale extension programme to activate girls in rural and backward areas to take up higher and occupational education, particularly those

leading to meaningful employment, essential for reducing women's marginalization.

4.35 In order to increase the representation of rural girls in higher education courses, 30 percent seats, may be reserved for girls to begin with.

4.36 All agencies involved with preparation of curricula, prescription of textbooks and organization of educational processes will have to evince awareness towards women's issues. University/College Departments of Women's Studies, appropriate voluntary agencies, women's groups, etc. should be involved in giving a new perspective to the various issues of content and processes of education. Women's universities and women's centres in colleges need to take an active role in women's development and in influencing the attitudes of future generations.

4.37 Facilities for part-time self study and correspondence courses should be provided on a large scale to enable girls who are not in a position to join higher educational institutions on a regular basis, to continue their studies.

4.38 In addition to courses leading to degree/diploma, short courses in specific subjects through summer school sessions, and ad hoc programmes like seminars, workshops etc., should be organized for working women with a view to upgrading their knowledge and skills, not necessarily leading to degrees.

d learning programmes for imended which will not only literacy but on empowering wareness building on social about attitudinal change, training for employment, tion on health care, nutri- as well as on legal rights. are beginning and must gned and structured so as the vast majority of rural d scheme linked to ICDS 'Women's Integrated hould be introduced as an e non-formal education

ship development pro- rganized separately for in the age group 18-30 1 of matriculation level ective of such training e them aware of the for self-employment; to take up self- art needed skills and te motivation for em; and (v) Create as capital credit etc.

f girls cannot partici- ation programmes. and part-time pro- hool hours and sen- ral cycle are, of n addition to the ry stage, distance d to be provided at ndary level.

4.42 Adult education will have to be com- posed of three inter-related stands aimed at

- (i) Continuous flow of new information especially to rural and tribal areas, particularly to inculcate positive atti- tudes towards women
- (ii) Continuous training of the people in the use of modern tools and methods of production and
- (iii) Acquisition of permanent reading and computation skills

Following from the above, three types of programmes may be offered to the learner;

- (i) Information and literacy
- (ii) Information and training in new tech- nology and literacy
- (iii) Information and training in new tech- nology with or without literacy. Con- tinuous information flows relating to human affairs, gender relations and the use of science and technology for betterment of life would be the com- mon factor in all the three programmes.

4.43 The growing availability of communi- cation media should be directed towards keeping up information flows and portraying positive images of women in non- conventional roles. Audio-visual materials, combined with non-formal training arrange- ments, could impart to various. population groups the kind of instruction they need in the use of new technologies. Involvement of mass media in motivating women to attend literacy classes is most essential.

ides in the development of tools for the reduction in y and easy access to work d fuel supply, child care, and population control can icantly to the success of mes for women. Women's ies would succeed better if d women's concerns and rtunities of recreation and ces.

ans should be prepared racy requirements of the gencies which can take s in districts.

working in industries or should be made literate allotting time from the eir education. Place of and teaching material y them. Necessary legis-ay be enacted.

cent seats in pre-service s training institutions women. Spatial plan-omen from rural areas s is essential.

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gramme Integrated Child Development Programme etc should have a component of literacy for their women beneficiaries. Training should be provided to the functionaries of various development departments by the Directorate of Education in the States.

4.50 The State Resources Centres should produce suitable learning material for women on a priority basis. Literature for neo-literates should be suitably devised by experts, keeping in view the needs of different groups of learners.

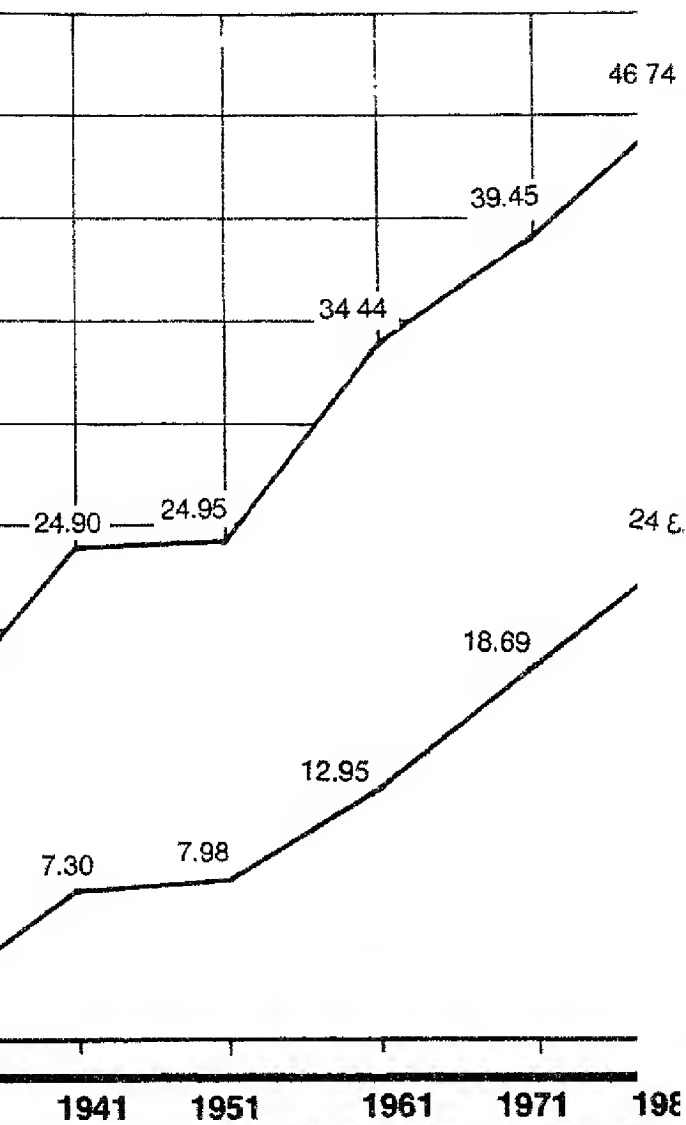
4.51 Decentralisation is the key to the successful application of the strategies outlined above. In this decentralised approach, the village cluster or the block level is seen as most appropriate for the delivery of programmes. It is, therefore, necessary that the block is allocated a flexible budget so as to make funds available to village clusters/villages for innovative educational activities and for equalisation of educational opportunity.

4.52 An overall coordination of health, welfare and educational inputs would be most desirable. This would entail (a) Conyer-gent policies in these sectors; (b) Coordina-tion of delivery mechanisms, and (c) Pooling of allocations.

4.53 The strategies spelt out in the National Policy of Education, 1986, the Programme of Action for its implementation and the National Literacy Mission and the successful achievement of the goals imposed in these documents, would be important for improve-ment in the status of women.



LE LITERACY RATES (1901-1981)

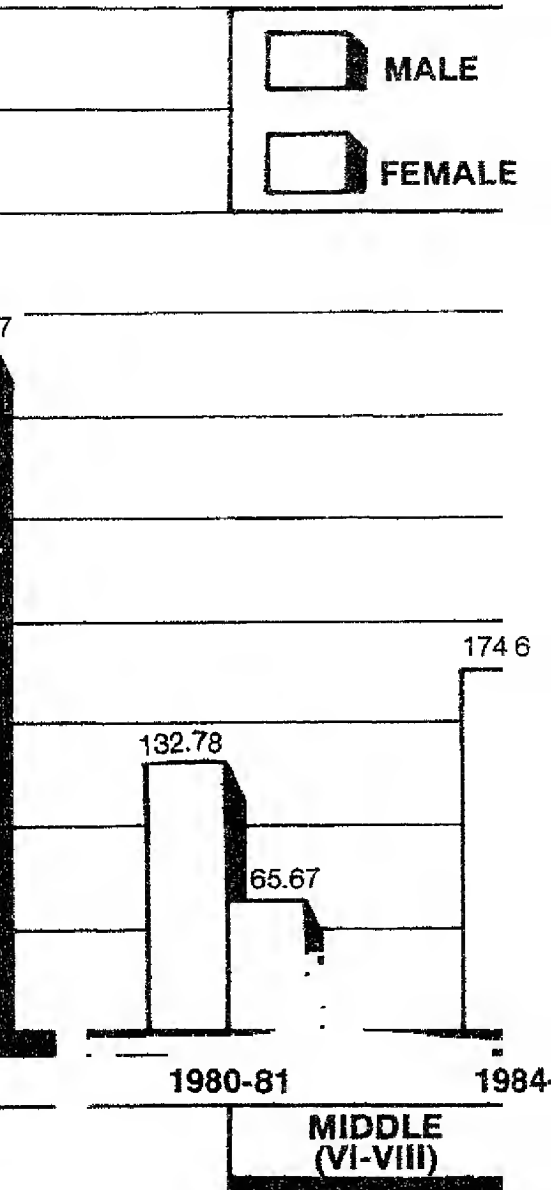


TERACY — 1981



30% and above	. . Kerala
50% - 60%	. . Chandigarh, Delhi, Mizoram
40% - 50%	. . Goa-Daman-Diu, Pondicherry, Lakshadweep Andaman and Nicobar Islands
30% - 40%	. . Maharashtra, Punjab, Tamil Nadu, Nagaland Gujarat, Tripura, Himachal Pradesh, Manipur, West Bengal
20% - 30%	. . Meghalaya, Karnataka, Haryana, Sikkim, Orissa, Andhra Pradesh, Assam
Less than 20%	. . Dadra-Nagarhaveli, Madhya Pradesh, Uttar Pradesh, Bihar, Rajasthan, Arunachal Pradesh, Jammu & Kashmir

PRIMARY AND MIDDLE LEVELS EDUCATION



Health status is basic to their fields of endeavour. Any effort to improve the health of women must first be directed firstly with biased social and cultural traditions that have an adverse effect on health status. Though the importance of women have been identified, attention and efforts made in child services since the independent development in India, have not been done to improve health status in qualitative and quantitative terms. However, in subsequent plans it has been observed that resource allocation has been decreasing. A more comprehensive intersectoral approach to health issues if there is to be any action on the present condition.

Norms that specially affect women are the attitudes towards marriage, the value attached to the child, the pattern of inheritance and the ideal role of women by social conventions. The place within the family, access to medical care, education and other accessories of development in female health status are largely dependent on a development component, opportunities for generation and decidability of basic support to women's multiple needs to address the causes and measures to improve health status would have to be a multisectoral package simultaneously, in conjunction with other analysis have not gaps have existed

in preceding plans and even more in the implementation of strategies.

Situational Analysis

3. The demographic trends are important indicators of women's health status. The sex ratio which illumines the survival scene for women versus men was 933 females per 1000 males in 1981. Not only is this ratio unfavourable, but its steady decline from 972 in 1901 to 930 in 1971 is a cause for great concern (Table 1). Marginal improvement has taken place in the last decade, but even today fourteen States and Union Territories have less females per 1000 males than the national average (Table 2), and in eleven States and Union Territories, the ratio has further declined (Table 3). Life expectancy has increased over the decade from 44.7 years in 1971 to 54.7 in 1980 for women. It was estimated to be slightly higher in 1980 for women than men: 54.7 and 54.1 years at birth respectively (Table 4). A general reduction in female mortality, as well as the gender differentials in death rate was observed over 1970-82 in both rural and urban areas (Table 5). However, age specific death rates indicate higher mortality for female children and women for every five year period till 35 years of age (Table 6). This higher mortality experience of female children and younger adult women during the prime reproductive years is largely preventable through appropriate health and other interventions, and points to the continuing neglect of female health.

4. Women face high risk of malnutrition, retardation in growth and development, disease, disability and even death at three critical stages in their lives, viz, infancy, early childhood and adolescence and the reproductive phase. In old age, they face threats of cancer

d uterus cancer-and menoblems.

CHILDHOOD

on starts even before birth sex determination tests high technology of alting in a new kind of ion of female foetuses. A in Bombay during 1984 of 8,000 abortions 7,999 uses. Considering that this lead to even small towns al as well as urban areas magnitude of the problem

ive shed light on the fact determinant of infant ctive of economic orse in a situation of ate that while both boys n recommended daily irls are more deficient related disorders and owever, more girls go n ill, than boys (Table longer, given more of et a bigger share of le (Table 9, 10, 11 and lthough the female stronger when born, tality rates are worse n. Age specific death le children, as noted e/female breakup is ion rates, the total w. By 1982, only 25 below 3 years were of infants were , and 65 per cent 3).

7. The shadow of the girl child's deprivation looms throughout her later life, but most particularly increases her vulnerability to the risks of child bearing, which in turn create risks for the child to be born. Thus is set into motion the vicious cycle of deprivation, debilitation, disease and disability, leading to greater deprivation and debilitation and often death. That is the depressing lot of a significant numbers of mothers and children today.

ADOLESCENCE

8. As girls attain puberty, they go through a second spurt of growth when their bodies grow much more rapidly to prepare them for child bearing. But unfortunately, in addition to the poor economic conditions, their gender denies them proper nutrition. Even in situations where food is available, girls are taught to eat less so that they remain slim to rate better in the marriage market. Nutritional deprivation at all growth stages gets compounded during the onset of puberty resulting in severe growth retardation in girl children.

9. The half grown, uneducated, adolescent girl is married early and becomes pregnant soon. Teenage pregnancy interrupts the physiological growth spurt which brings a girl to her genetically determined maximum stature. As of 1981, 7 percent of girls in the age group 10-14 and 43 percent in the age group 15-19 were already married. They enter into sexual life and child bearing with no knowledge about sex and the reproduction process. As estimated, 10-15 percent of all the annual births (around 25 million) are attributed to these teenage mothers. With their mal-nourished status, small pelvis

and overwork during adolescent mothers run a high risk. Their babies are of low birth weight and there is a higher risk of mortality many of those born to fully grown, educated mothers.

Many marry before the age of 18 and go on to end up with a large family. Those who marry after completing education do not only face much more risk during pregnancy when they first become pregnant but also compound risks and suffer throughout their lifetimes.

4

A woman on an average has to wait a little over six months before a child 4-5 survive. She is at a high risk 80 percent of her life in pregnancy and

studies have shown that the low income groups is below 600 calories. The energy gaps for pregnant and non-pregnant daily deficiency of 100-150 calories respectively. These deficiencies have been observed in all groups, particularly in rural areas and among labourers (Table 1). Due to the lower socio-economic status, they gain around 3-5 kg during pregnancy as compared to developed countries. Pregnant women have a haemoglobin less than 10 grams. This accounts directly for maternal deaths in India, in a larger proportion.

13 With the fairly high fertility levels during the reproductive span prevailing in India, maternal mortality accounts for the largest or near largest proportion of deaths among women in their prime years. Official estimates place maternal mortality at 400-500 per 100,000 live births but figures as high as 1000-1200 have been reported from certain rural areas. A woman in the subcontinent runs a lifetime risk of 1 in 18 of dying from a pregnancy related cause. Anaemia, haemorrhage, toxemia, sepsis and abortion are the major causes of maternal deaths in India (Table 15). It has been estimated that 70 percent of these deaths can be prevented. Multiparity increases maternal illnesses and deaths which rise significantly with the fourth pregnancy and reach very high levels after the fifth. In India, 38.4 live births in rural areas and 33.0 live births in urban areas are of the fourth order and above (Table 16).

14. Accurate assessments of maternal morbidity are not available but evidence from available studies points to an appallingly high incidence of pregnant women not in contact with health services. Around 71.1 per cent of deliveries in rural areas and 29.2 per cent of deliveries in urban areas are conducted by untrained personnel outside the health system (Table 17). In Rajasthan, one third of pregnant women reported illnesses lasting on an average for over two weeks. The maternal mortality rate was 592 per 100,000 live births; for every maternal death some 60 episodes of illness occurred. Of these, on an average, 16.5 episodes were related directly to pregnancy and childbirth and together represented both the leading cause and over a quarter of overall morbidity.

15. Abortion has been legalised in India as a health measure since 1972 by the Medical

Pregnancy Act, 1971. Even non-availability of MTP may reach for most of the and ignorance of the law, continue to be performed persons under unhygienic result, abortion-related morbidity remain major 37,719 terminations were h the health services in around 9 percent of the that were likely to have uring the same period.

of the programme, 5.1 ve been performed under ie, which is less than the ced abortions likely to be ear. Induced abortions ed of women for family a gap between the s and their accessibility l demonstrate women's of the services they need

egnancy, and rest and y emerge as major clearly shown that ard physical labour ot gain much weight, h-weight babies, as doing less work but ntake. One study on nd expenditure per found the energy its for men, 9.69 for children. The major onsumption was for g water, firewood tion of drudgery in ter and fuel within d go a long way in omen.

17. Hardly any information is available for the health hazards of women engaged in different occupations, in agriculture and industries, both during pregnant and non-pregnant states. In agriculture, they are exposed to heat and rain and have to work in standing and bending postures for long hours, which are hazardous to health. They also work in large numbers in industries such as beedi, carpet, jute, coir, weaving, slate, electronics etc. Micro studies have indicated that worker of these industries suffer from several health hazards.

18. The health services for children and women, particularly during pregnancy, childbirth and after are inadequate. About 40 percent of pregnant women receive tetanus toxoid. Although data are not available separately on the proportion of pregnant mothers receiving iron and folic acid, it is roughly estimated that around 25 percent of pregnant and nursing mothers receive iron and folic acid tablets. About 46 per cent of pregnant women are estimated to register for antenatal care. Facilities and basic equipment for mid-wives have been found to be grossly inadequate.

19. The situation regarding women's health may be summarised as:

- i. Major disparities in health care in population groups in rural and urban areas; remote, backward, hilly and desert areas; and in socio-economically deprived groups.
- ii. Social attitudes and prejudices inherent in our milieu which are unfavourable towards girls and women, effect their health and nutrition negatively.

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IES FOR HEALTH

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included (i) expansion of physical infrastruc-
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tres) (ii) initiating the family planning
programme, (iii) communicable disease con-
trol (for malaria, filaria, tuberculosis, leprosy
and venereal diseases), (iv) establishing facili-
ties for training (attention was given to train-
ing female health personnel including nurses,
auxiliary nurse midwives, health visitors and
dais) and having more manpower. The need
to link hospitals at different levels into an
effective "coordinated hospital system", and
correlate their functions with those of "clin-
ics, domicillary care services and public
health activities", was recognised. The mater-
nity centres which were established during the
first two plan periods, were to be linked up
with district and referral hospitals. MCH ser-
vices in urban areas were generally provided
through maternity and child health centres, in
isolation from the rest of the services. 4500
maternity centres had been established, one-
third of which were in urban areas; and about
2800 health units were also established in
rural areas. In rural areas, the 'health units' in
the block were expected to provide MCH
services in addition to other health services.
During the decade 1950-60, female health
personnel were increasingly trained and
employed, which resulted in availability of
27,000 nurses (from 5,000 in 1950) 19,900
auxilliary nurse midwives and midwives
(from 8,000 in 1950); 1,500 lady health vis-
itors (from 52 in 1950) and 11,500 nurse-dais
and dais (from 1,800 in 1950). From the first
plan itself, family limitation and spacing of
children were noted to be "essential steps for
securing better health of the mother and bet-
ter care in bringing up children, and there-
fore, as an important part of public health."
Though initially family planning services
were provided primarily through specialised
family planning clinics the need to integrate

al health services was re-
e fourth plan was put forth,
hild health services were
ated with family planning.

strategies for health care in
of physical infrastructure,
the health personnel, com-
munity control and family plan-
ning initiated during the third and
fourth decades. Specific prophylaxis
was initiated to prevent anaem-
ias, and vitamin A defi-
ciency in children 5 years of age during this
period. Vaccines were started to
prevent cholera and goitre. School
health was also formulated, which
was important for instruction of

jective of the fifth five-year plan was to provide 'minimum public health services to all' and to concentrate on vulnerable groups—women and lactating mothers. During this period was the first of the four periods—increasing health services to rural areas; rural imbalances; development of health care; and disease control. The need for improvement in the education of health personnel was also recognised. During this period, health services were initiated during the first five-year plan. Increased emphasis to health services in the Integrated Child Development Scheme was accepted in 1977. Though the scheme was in operation, this scheme of health, nutrition and family welfare services for pregnant women and children who are socio-

economically deprived. Since a large proportion of deliveries are conducted by traditional birth attendants (TBAs) particularly in rural areas, a scheme was initiated during this time to train them for safer mid-wifery practices, the target was to have atleast one TBA per 1000 population. In order to involve the community in health care, and to further promotive and preventive health care at village level, the health guides scheme was initiated. The norm of one health guide per 1000 population was suggested.

23. The guiding principles for the first two and a half decade of planned development in health in India included measures to (i) make health services more accessible to the population (ii) developing the needed human resources, (iii) provision of services for health, including maternal and child health, and family planning. Over time, the need to interact more closely with people, has been felt, and somewhat more emphasis was given to preventive and promotive aspects of health care.

Committee on the Status of Women in India-1974

24. The Committee on the status of women in India highlighted the impact of social attitudes on the health of women, which clearly revealed the poorer lot of women, from the time of birth. The demographic analysis brought into sharp focus the deterioration in the condition of the majority of women despite the advances in medical care and the general improvement in health services, pointing to the criticality of the social conditions.

25. On the health side, it was pointed out that more resources were being spent for cur

tive and promotive services
rural/urban and regional d s
health care was noted to be
stortion. The report further
ck of security and mobility
ns of female health person-

- 1) Provision of services
- 2) Development of the needed human resources
- 3) Mass Education Programmes
4. Legislative Measures
- 5) Role of Voluntary Organisations
- 6) Areas of Research

their recommendations, the need for an integrated nutrition and family plan—mainly to upgrading the centers at Central and State of a separate budget for units for MCH at primary me modifications in the recommended. However, aspects were gone into problems with medical terminology, that is the wide availability of the law, did not. Altogether, while problems was a powerful existing situation, this was a comprehensive suggestion to needed changes in women's

for Women-1976

of Action recognised
of women (and girls) in
giving attention to the
il and health areas, it
p the needed coordi-
in each sector com-
mon goals. In fact,
the plans of action
de spectrum of pro-
nintegrate with other
attempt to provide
he action plans for

the MTP Act, age of marriage, provision of MCH services in local bodies. However, the process of operationalising the law requires necessary developments which includes better services for rural areas; more resources through local bodies; and on as well as income-generators to women to raise their status. Some legislative measures ensure that advertisement is not curbed—this was also a recommendation. The committee suggested that the voluntary organisations, such as school health centres in urban slums, training in information dissemination. Steps have been made to ensure that more remains to be done for research were suggested. Only limited action has

in 1977-87

and seventh plans, the health care, including need to be (i) expansion of (ii) increasing the health manpower (iii) for communicable diseases, and (iv) training as well as MCH

five year plan period, health policy was formulated for implementation. The defined goals for reduction in maternal mortality and crude birth rate;

coverage with antenatal care and immunisation of pregnant mothers; and the control of leprosy, tuberculosis and blindness (from which women also suffer), were specified. The levels to be achieved over time were also specified. The policy stated that "the highest priority" would have to be given to "efforts of launching special programmes" for the improvement of maternal and child health, with a special focus on the less privileged sections of society. Such programmes would be required to be decentralised to the maximum possible extent, their delivery being at the primary level, nearest to the doorsteps of the beneficiaries. While efforts should continue of providing refresher training and orientation to the traditional birth attendants, schemes and programmes should be launched to ensure that progressively all deliveries are conducted by competently trained persons, and that complicated cases receive timely and expert attention, within a comprehensive programme providing antenatal, intra-natal and postnatal care". Also, "organised school health services, integrally linked with a general, preventive and curative services, would require to be established within a time-limited programmes."

30. The seventh five year plan clearly states that primary health care will be the main sphere of action in health. It was stated that "women would be organised around available economic activities to enable them to actively participate in the entire process of socio-economic development, including health." Care of pregnant and nursing mothers, young children and school-age children (both in and out of school) was stated to be a priority.

ISSUES NEEDING ATTENTION

31. Some of the critical factors and issues

n's health have evidently not
necessary attention in the
programmes. Girls need
so that they can enter
hout physical and social
ptimal reproductive and
terns (age of the mother at
20 years; interval between
st 3 years; a small family;
after 35 years of age, which
lth of mothers and their
be advocated, and backed
make them feasible for
to reduce the workload of
promoted to conserve their
ate and appropriate
or decision-making,
pregnancy and lactation,
available.

that the renewal of the
unique contribution that
siderable personal cost to
ce and productivity, it
national obligation to
ment of this role occurs
ual risk to women's lives
over reproduction is a
nen, as this right forms
the enjoyment of other
wastage of female life
ring at present has,
monstrated to be
human capacity and

ctims of possessive
her kinds of neurosis.
omen face mental
ily related problems
of the present social
the rural areas, such
d as "possessed by

spirits. This encourages many cruel practices
and treatments which often lead to physical
harm to the women. The primary health
centres are ill equipped to deal with even
simple mental disorders.

34. With rapid urbanization and
commercialization, the nutritious foods
produced in the villages like fruits,
vegetables, milk and so forth are being
exported to urban areas thereby denying
them to the rural poor. Growing poverty in
the countryside is also encouraging such
exports. This results in a further drop of
nutritional levels of the rural poor.

35. The Bhore Committee way back in
1946 recommended establishing a primary
Health Centre for each 30,000 population
which has not yet been achieved.

36. Health for All goals and indicators
have already accepted and accorded primacy
to maternal and child health care, inter-alia
including a halving of maternal mortality,
hundred percent coverage for ante-natal care
and delivery by trained birth attendants by
year 2000 AD. The health services pro-
grammes are already committed to work
towards the achievement of these goals. The
Technological and Societal missions for erad-
ication of illiteracy, immunisation and safe
water supply include certain critical indica-
tors that will have impact on maternal and
child care. However, as in the past, the pres-
ent efforts lack in scale and systematic organi-
sation of the various components that
together could radically alter the situation for
women and children. Therefore, a compre-
hensive programme of health care of women
needs to be developed with a special Techno-
logical and Societal mission to Halve Mater-

and Ensure
patterns by the Year
ails of which would
an Expert Working
multaneously gear
ce maternal, infant
address the condi-
n *not* to bear a child
ease the risk to the
or the child to be
aia, the observance
through proper edu-
the health of women
integral part of this

that the family plan-
wards fertility con-
with providing a
n to have control on
tion of this policy is
jectible contracep-
have been banned in
s.

y welfare and plan-
een a part of devel-
the First Five Year
s are below expecta-
the effective couple
y 34 per cent. From
has been placed on
an on temporary
e early phases more
med, during the last

decade, female sterilizations have been pro-
moted at a very high-rate. With the introduc-
tion of laproscopy, female sterilizations have
reached high numbers amounting to almost
90 per cent of all sterilizations.

39. Research studies have shed light on the
fact that the knowledge regarding family
planning/methods is low despite the huge
amounts of money spent on propaganda. The
only method known to all is sterilization. The
high rates of abortion show the desire and
need of the women for family planning and
the failure of the family planning information
and services to reach them in time. Lapro-
scopic operations are being performed in sev-
eral family planning camps without proper
care and follow up. Consequent problems
tend to create apprehension among people.
More intensive propagation of spacing
methods together with innovative strategies
for delivery of supplies has to be taken up and
spread of information about temporary
methods accorded high priority.

40. The shift towards female sterilizations
has to be reversed. Ironically, while that pro-
gramme mainly provides female centred
methods most of the women using these are
not really happy due to the side effects. Hor-
monal reactions to oral pills, pain and heavy
bleeding due to IUD etc. are common com-
plaints. In many areas women suffer from
post-operative problems following tubec-
tomy. The health personnel also concentrate
most on sterilization (female) as it helps them
to realize their target and earn cash rewards

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be strengthened and
provide to the girl
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a of the programme.

5.7 Efforts should be made to bring a qual-
itative change in the attitudes against girl
children. Media should be used for this pur-
pose aiming to get the girl child to be accepted
in the family and the society as an equal to the
male child.

5.8 Focus is needed on the adolescent girl
(12-18 years), so that she attains her maxi-
mum physical and mental capacities. It is
necessary to provide alternative options to
early marriage. This can be ensured by a mix
of education and employment opportunities,
and enforcement of the law on minimum age
of marriage. (18 years). The younger girl child
needs to utilize health and education pro-
grammes more fully. It has been proposed
that the ICDS will also address this issue in
specific areas.

5.9 Adequate nutrition should be ensured
for adolescent girls during the pre-puberty
and pubertal growth phase to ensure 'catch
up' on physical development by providing
supplements to deprived groups.

5.10 Health and nutrition education
should be promoted to ensure that preventive
and promotive measures are adopted. The
necessity of safe water, sanitation and per-
sonal hygiene also should be advocated.

5.11 Immunization against tetanus and
rubella should be introduced for this age
group.

5.12 Linkages with basic health care must
be developed at the village level in view of the
special problems of mobility faced by young
girls.

nication campaign
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of the girl before 18
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naries should be
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r school and non-
should be inte-
ral health services.

mpart information
ses, ways to pre-
spacing between
of child bearing,
t women and lac-
family norm etc

This may be introduced as a part of the regular curriculum in school, colleges and universities. For girls/boys who are not in school, anganwadi workers/female CHWs may impart this knowledge.

5.17 To improve women's health status, there is no doubt that the general health services have to be made to respond to women's specific problems. A strategy for improving the health of women in the reproductive age group would be to reduce the risk of death and illness associated with pregnancy as well as to reduce the exposure to pregnancy itself. Comprehensive minimal care during pregnancy, childbirth and thereafter, steps to ameliorate malnutrition as well as decrease the workload of women, and improved access to health services, particularly family planning services, should be the salient instruments for improving the health of women.

5.18 Since women are severely restricted in their mobility, basic health care services must be made available to them as close as possible to their homes. Therefore, resources should be allocated as a priority to health services at the village, as well as at the first level of referral. The services would be provided by the female health workers, supported by the functionaries and the community from the village, as well as supervisory echelons within the health sector. Measures should be taken to reduce the incidence of low birth weight babies.

5.19 A minimum package of services should be available for pregnant women at village level. This should include at least

—Facilities for early detection of pregnancy, with low-cost pregnancy detection kits,

antenatal check-ups
third trimester.
risk cases.
with iron and folic

age;
malaria in high
rest;
education;
locally endemic dis-
n; and
for her illness.

trained to assess pel-
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and refer them to
is will help in saving
deaths and also to
ill births.

have to be on pro-
pregnant woman in
sure that adequate
e first level of refer-
emergencies such as
ed labour and hae-
prove village level
the following are

, supervision and
mid-wifery practices
ble health workers;
delivery kits to the
ers and even to

drugs and supplies
rs, and providing a
the TBA; and

—Pre-arranged transport (or reimbursement of transport costs) for any emergency, when a woman has been registered for ante-natal care.

5.22 Post-natal services should be available as close to the homes of mothers as possible. In rural areas in several parts of India, women do not leave their homes for 40 days after delivery. Post-natal care should include.

- A minimum of three contacts with the mother by the TBA and/or female health worker within the first 10 days after child birth
- One massive dose of vitamin A within one month after delivery to all mothers*
- Iron and folic acid for 50 per cent of mothers
- Adequate drugs to deal with puerperal sepsis
- Education for the mother's nutrition and contraception as well as for infant feeding and health care, particularly immunization.

Women's Health Care

5.23 The health of women who are not pregnant or nursing, is an area which has received inadequate attention so far. Interventions thus made can cause a significant difference to women's health status not only between pregnancies, but also improve the outcome of future pregnancies. Moreover, the woman's right to health care as an individual must be promoted.

5.24 Women with chronic or serious illnesses, such as tuberculosis, leprosy, viral hepatitis, anaemia, sexually transmitted dis-

and should be promptly treated and one their pregnancy for a good.

Priority should be given to control of all endemic diseases which have a harmful generation (for example, transmitted diseases, etc.).

the Primary Health Centres training to handle the syndrome and neurosis. Programme be taken up to remove attitudes prevalent in.

Methods produced in the village primarily utilized to cater to the rural poor. Only the method for export to urban public distribution system to make basic foods at low costs.

should be placed on primary research pertaining to occupational hazards. Studies of family planning Undergraduate level include courses relevant

(ergonomics) as and occupational

genetics, related to genetic disorders and related.

at the level and above, conducted on ergonomics in women such as carrying loads. Also,

work is needed on sex-linked, genetic disorders like muscular dystrophy and haemophilia, where women are the carriers.

5.29 More Primary Health Centres should be set up in the rural areas to achieve the target of having one Primary Health Centre for each 30,000 population as recommended by the Bhore Committee in 1946.

5.30 The timings of the dispensaries and hospitals should be fixed in a way which would be convenient to working women.

5.31 There should be a 24 hours creche facility for women patients with children in every hospital and PHC.

5.32 There is a need for a humane Drug Policy and check on the pharmaceutical industry that at present operates on the profit principle like any other industry.

5.33 It is necessary to provide safety equipment including powerful exhausts to remove harmful dust from the work environment and personal protective equipment like masks, foot protectors, eye glasses, ear muffs and gloves and strong contraceptions for the safety of women workers.

5.34 There should be Refreshers/Orientation courses for the doctors on the subjects of women's work and health.

Family Welfare

5.35 Family planning policy should be such that it will help women have greater control over their bodies and enable them to make conscious choices on having or not hav

children and deciding the number of
when they want

temporary methods of spacing should be
accorded high priority.

5 Injectible contraceptives as well as
contraceptives banned in developed
countries should not be permitted in the
country.

5.41 Male sterilizations (vasectomies)
need to be encouraged.

More research needs to be carried out
on top contraceptives that can be used by
women and they should be propagated more

5.42 Recommended measures in the non-
health sectors that critically influence health
are as follows:

Family Planning counselling needs to
be provided to married and older women, selected
social surroundings for effective trans-
mission of the concept and its urgency.

- Drinking water supply is a prime
essential;
- Fuel should be made available within
easy reach to all;
- Progressively more latrines should be
made available, and their use encour-
aged by special education efforts
aimed at women;
- Energy-saving devices for household
work should be actively promoted for
conserving women's energy.

Minimally invasive operations should be
promoted.

Disseminating information about

Table 1
SEX RATIO IN INDIA
(Female per 1000 male)

	Sex ratio
	972**
	964
	955
	950**
	945**
	946
	941
	930
	933

dissemination

Registrar General of India. Reported in 'Health Statistics of India' (1985). Central Bureau of Health Intelligence, Directorate
General of Health Services, Ministry of Health and Family Welfare Government of India New Delhi

Table 2
SEX RATIO IN STATES AND UNION TERRITORIES OF INDIA

India State Union Territory	Total	Rural	Urban
India*@	933	951	878
Andhra Pradesh	975	984	948
Assam	901	917	768
Bihar	946	963	832
Gujarat	942	959	905
Haryana	870	876	849
Himachal Pradesh	973	989	795
Jammu & Kashmir@	892	897	875
Karnataka	963	978	926
Kerala	1032	1034	1021
Madhya Pradesh	941	956	884
Maharashtra	937	987	850
Manipur	971	971	969
Meghalaya	954	965	904
Mizoram	863	899	688
Nagaland	981	999	859
Narissa	879	884	865
Odisha	919	950	877
Punjab	835	864	697
Rajasthan	977	987	956
Tamil Nadu	946	945	957
Uttar Pradesh	885	893	846
West Bengal	911	947	819
Andaman & Nicobar Islands	760	774	720
Chandigarh	862	881	629
Daman and Diu	769	688	775
Delhi	974	981	884
Lakshadweep	808	810	808
Port Blair	981	1013	919
Port Blair	975	986	963
Port Blair	919	928	893
Port Blair	985	977	992

*projected figures of Assam where census could not be held due to disturbed conditions prevailing there at the time of 1981

@figures exclude population of area under unlawful occupation of Pakistan and China where census could not be taken.

Source: Registrar General of India, Reported in 'Health Statistics of India (1985)', Central Bureau of Health Intelligence, Directorate of Health Services Ministry of Health and Family Welfare, Govt. of India, New Delhi








	1000 >	. . Kerala
	950-999	. . Andhra Pradesh, Himachal Pradesh, Manipur, Meghalaya, Orissa, Tamil Nadu, Dadra-Nagarhaveli, Goa-Daman, Lakshadweep, Pondicherry
	900-949	. . Assam, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Rajasthan, Tripura, West Bengal, Mizoram.
	850-899	. . Haryana, Jammu & Kashmir, Jharkhand, Punjab, Uttar Pradesh, Arunachal Pradesh
	< 850	. . Sikkim, Andaman and Nicobar Islands, Chandigarh, Delhi.



Table 3
SEX RATIO IN SELECT STATES AND UNION TERRITORIES IN INDIA—1971 AND 1981
(FEMALES PER 1000 MALES)

States and Union Territories	1971**	1981*
Andhra Pradesh	977	975
Assam	954	946
Bihar	980	971
Goa	871	863
Gujarat	988	981
Haryana	978	977
Karnataka	1007	974
Kerala	989	981
Madhya Pradesh	978	975
Manipur	946	919
Mizoram	989	985
Nagaland	930	933

Registrar General of India, Reported in 'Health Statistics of India (1981). Central Bureau of Health Intelligence, Directorate General of Health Services, Ministry of Health and Family Welfare, Govt. of India, New Delhi.

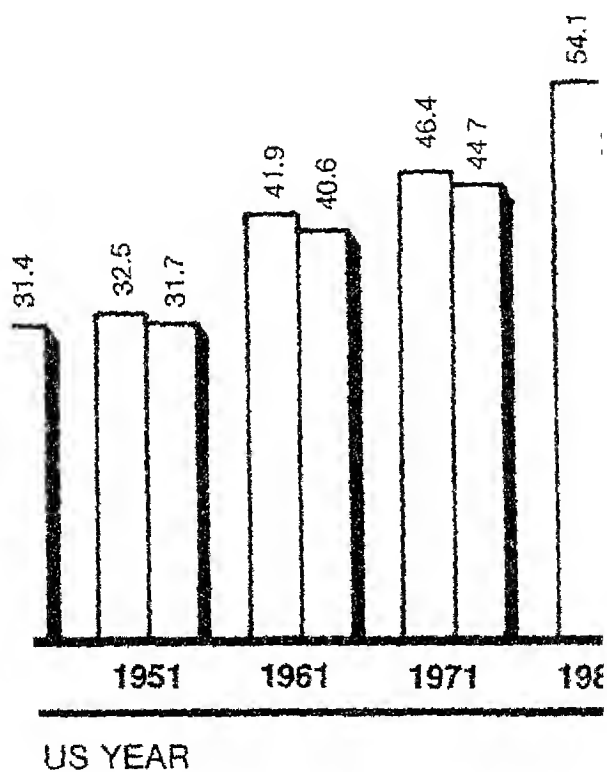
Registrar General of India, Reported in 'Pocket Book of Health Statistics of India (1971). Central Bureau of Health Intelligence, Directorate General of Health Services, Ministry of Health and Family Welfare Govt. of India, New Delhi.

(a)	Expectation of life during the Census years 1911 and 1931 relates to birth and age 0, 10-19, 20-29, 30-39, 40-49, 50-59, 60-69	47.2	38.0	41.0	23.90	25.40	17.46
(b)	Based on 10% rural and 20% urban sample				29.3	32.5	19.20
(c)	M— Male, F— Female						21.4
	Population projections for India 1981-2001, Paper 1 of 1984						24.3

Source .

Registrar General of India, Ministry of Home Affairs Reported in 'Health Statistics of India (1985), Central Bureau of Health Intelligence, Directorate General of Health Services, Ministry of Health and Family Welfare, Govt. of India, New Delhi

AT BIRTH (MALE/FEMALE) 1901-1981



* Figures for Sample Reg
** Figures for

Table 5

AGE SPECIFIC DEATH RATES FOR FEMALES 1976 and 1982

Rural	Urban		Combined	
	1982	1976	1976	1982
	45.7	30.1	20.5	40.2
	4.3	3.3	1.8	3.2
	1.9	1.5	1.0	1.7
	2.7	2.0	1.6	2.4
	3.8	3.3	2.4	3.5
	3.5	3.0	2.2	3.2
	3.9	3.3	2.2	3.5
	4.5	3.8	2.5	4.0
	5.5	6.3	4.0	5.2
	7.6	7.2	4.6	7.0
	12.1	11.8	8.4	11.3
	16.5	16.7	11.5	15.5
	27.6	23.7	21.7	26.4
	39.6	40.3	36.3	38.9
	90.2	83.4	71.2	86.1
	13.2	9.6	7.1	11.9

Registration Scheme,
Registrar General of India

RATES IN INDIA (0-4 YEARS)
1-1983

FEMALE

RUR

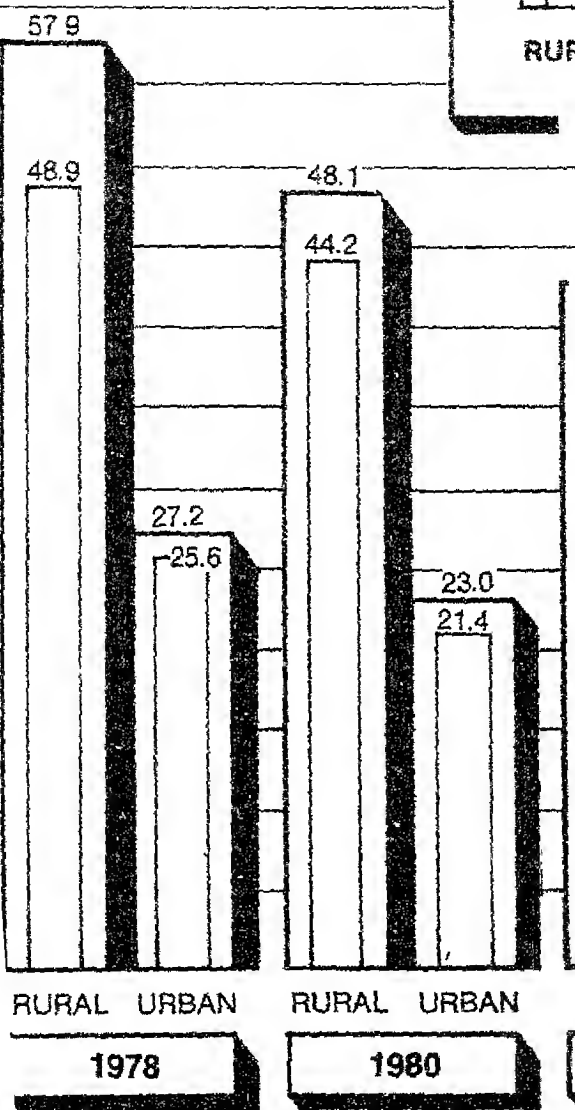


Table 6
AGE SEX SPECIFIC DEATH RATES IN INDIA 1982

Groups	Rural			Urban			Combined		
	M	F	P	M	F	P	M	F	P
	42.2	45.7	43.9	21.2	20.5	20.9	31.9	40.5	39.1
	3.4	4.3	3.8	1.4	1.8	1.5	3.0	3.7	3.3
	1.9	1.9	1.9	0.8	1.0	0.9	1.6	1.7	1.7
	2.1	2.7	2.4	1.1	1.6	1.3	1.8	2.4	2.1
	2.5	3.8	3.1	1.6	2.4	2.0	2.3	3.5	2.9
	3.0	3.5	3.2	2.2	2.2	2.2	2.8	3.2	3.0
	3.7	3.9	3.8	2.4	2.2	2.3	3.4	3.5	3.4
	4.8	4.5	4.6	2.8	2.5	2.6	4.5	4.0	4.2
	6.7	5.5	6.1	5.0	4.0	4.5	6.5	5.2	5.7
	9.7	7.6	8.7	8.0	4.6	6.5	9.3	7.0	8.2
	14.7	12.1	13.5	12.9	8.4	10.9	14.4	11.3	12.9
	21.7	16.5	19.2	16.8	11.5	14.4	20.7	15.5	18.3
	34.6	27.6	31.2	28.2	21.7	25.1	33.4	26.4	30.0
	49.4	39.6	44.6	42.7	36.2	39.5	48.5	38.9	43.6
	98.1	90.2	94.2	83.4	71.2	77.2	95.5	86.1	90.8
	13.1	13.2	13.1	7.7	7.1	7.4	11.9	11.9	11.9

Note :
M— Male
F— Female
P— Person

Sample Registration System 1982, Registrar General of India, Reported in "Health Information of India" (1986), Central Bureau of Health Intelligence, Directorate General of Health Services, Nirman Bhavan, New Delhi.

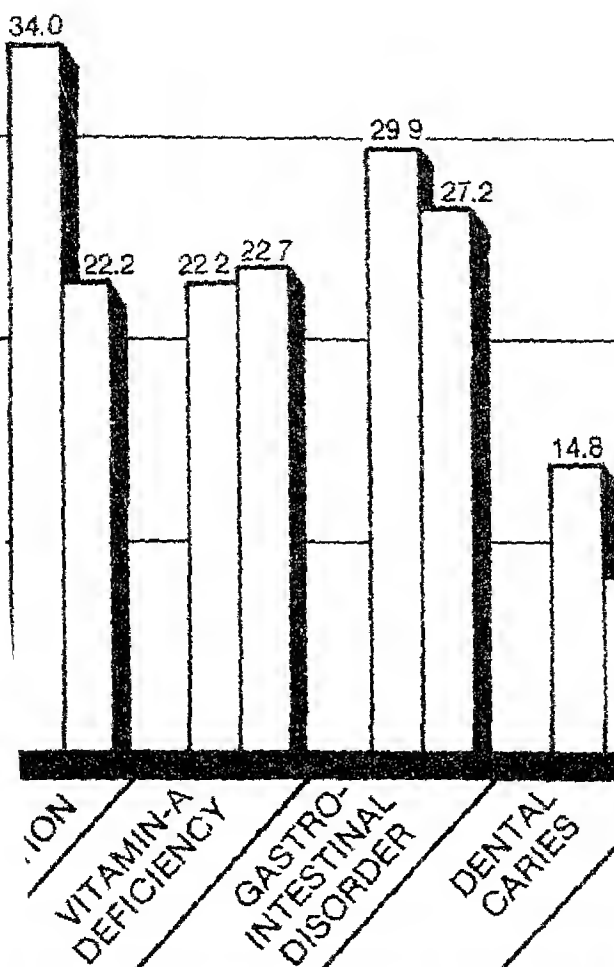
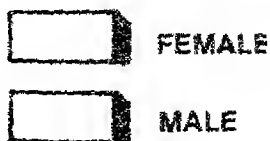




Table 8
PERCENTAGE DISTRIBUTION OF SAILING MALE AND FEMALE NON-ADULTS

	Area 1 M	F	Area 2 M	F	Area 3 M	F	Area 4 M	F
at	30.3	58.1	18.7	62.1	13.9	27.8	7.6	16.0
	2.8	2.3	3.7	3.1	19.5	27.2	4.2	2.3
	15.4	16.3	54.2	19.2	8.9	9.4	29.2	28.0

Mankekar, Purnima (1985) "The Girl Child in India—Data sheet on Health". National Media Centre and UNICEF

Table 9
MALNUTRITION IN CHILDREN IN PUNJAB

		Male %	Female %
ituation	Infants	2.35	18.35
	Toddlers	7.98	14.71
	Pre-Schoolers	4.26	6.71
itrition	Infants	15.33	30.38
	Toddlers	21.00	35.29
	Pre-Schoolers	21.57	38.16
n	Infants	25.64	30.47
	Toddlers	34.42	35.67
	Pre-Schoolers	39.48	37.20
	Infants	56.67	20.81
	Toddlers	36.62	14.33
	Pre-Schoolers	34.68	27.93

u Ghosh, "Discrimination Begins at Birth", Presented in the Conference on the girl child, UNICEF, 1985

Table 10 :
COMPARISON BETWEEN THE NUTRITIONAL STATUS OF MALE AND FEMALE CHILDREN

Normal Nutrition		70-80% of the expected weight for age		Less than 70% of the expected weight for age	
M	F	M	F	M	F
86%	10%	10%	11%	4%	13%
43%	26%	43%	24%	14%	50%

ual report Community Health Department. CMC, Ludhiana, 1978

Table 11
SEXWISE COMPARISON OF FOOD INTAKE OF CHILDREN IN THE AGE GROUPS 3-4 AND 7-9 YEARS

Items	Age in years		RDA*	Age in years		RDA
	3-4 years Male (Weight in grams)	Female (Weight in grams)		7-9 years Male (Weight in grams)	Female (Weight in grams)	
Pulses	118	90	175	252	240	250
	22	18	55	49	25	70
	3	0	62	0	3	75
And tubers	15	15	40	42		50
	30	17	50	17	6	50
and Jaggery	138	173	225	122	10	250
	13	16	22.5	30	12	30
	5	2	30	23.3	8	50

* Rajma: Devedas and Godavari; Kamalanathan

NA Women's First decade", Presented in the Conference on Women's KESI, UNICEF, New Delhi April 1985

Table 12
PER CAPITA INTAKE OF CALORIE FROM MEALS PREPARED IN HOUSEHOLD KITCHEN BY AGE AND SEX
AND PER CAPITA MONTHLY EXPENDITURE CLASS

	Sex* (1)	Per capita expenditure (Rs)					all
		20 or less	20-40	40-60	60-100	above 100	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
months	m	173	248	222	281	441	254
	f	223	246	245	279	323	255
3-4	m	313	343	387	613	617	428
	f	375	401	451	506	740	455
5-6	m	451	529	601	710	871	597
	f	407	479	580	620	771	565
7-9	m	613	715	855	852	993	790
	f	638	723	772	855	937	776
10-14	m	813	883	936	1150	1193	968
	f	764	834	986	1091	1280	952
15-19	m	1046	1258	1498	1585	1950	1446
	f	1017	1166	1350	1498	1748	1346
20-24	m	1250	1406	1623	1669	2025	1615
	f	1078	1273	1455	1643	1831	1498
25-29	m	1317	1453	1684	1761	2018	1696
	f	1121	1351	1476	1657	1794	1549
30-34	m	1043	1261	1529	1745	2020	1611
	f	1018	1195	1344	1464	1633	1355

—male, f—female

a, Tarses, Devedas, Rajama! and Kamalanathan, Godawari (1985).

Women's First Decade" presented at UNICEF during the "Women's MEC consultation"

Table 13
GOALS FOR HEALTH AND FAMILY WELFARE PROGRAMMES

Indicator	Estimates in 1982	Goals	
		1990	2000
Infant mortality rate	Rural 136 (1978) Urban 70 (1978) Total 125 (1978)	87	below 60
Perinatal mortality	67 (1976)		30-35
Crude death rate	Around 14	10.4	9.0
Pre-school child 1-5 years) mortality	24 (1976-77)	15-20	10
Maternal mortality rate	4-5 (1976)	2-3	below 2
Life expectancy at birth (years)	Male 52.6 (1976-81) Female 51.6 (1976-81)	57.6 57.1	64 64
Babies with birth weight below 30 gms. (percentage)	30	18	10
Age birth rate	Around 35	27.0	21.0
Active couple protection (percentage)	23.6 (March, 82)	42.0	60.0
Reproduction Rate (NRR)	1.49 (1981)	1.17	1.00
Growth rate (annual)	2.24 (1971-81)	1.66	1.20
Family size	4.4 (1975)		2.3
Antenatal mothers receiving ante- natal care (%)	40-50	60-75	100
Deliveries by Trained Attendant (%)	30-35	80	100
Immunisations status (% coverage)	20	100	100
- pregnant women)			
- school children)			
- 0 years		100	100
- 5 years	20	100	100
- children below 3 years)	25	85	85
- infants)	5	70	85
- infants)	65	80	85
- school entrants	20	85	85
- new school entrants	2	85	85
Percentage of disease arrested cases - detected	20	60	80
- stage of disease arrested cases - detected	50	75	90
Incidence of (%)	1.4	0.7	0.3

Based on National Health Policy, Government of India, Ministry of Health and Family Welfare New Delhi (1982)

Table 14

INTAKE OF NUTRIENTS IN DIFFERENT DEMOGRAPHIC GROUPS

	No Land	Less than 5 Acres	5-10 Acres	More than 10 Acres	Labourers	Cultivators	Others
g per consumer unit per day							
	1824	1904	2232	1589	1718	2040	2015
Andhra	2108	2320	2671	2718	2012	2548	2321
Ka	2312	2576	2860	3099	2338	2901	2526
Pradesh	2274	2460	2824	2974	2358	2805	2338
Uttara	2006	2178	2251	2517	1948	2413	2150
	1999	2042	2234	2444	1941	2219	2097
Pradesh	1977	1939	2108	2403	1905	2221	2059
Uttar	1866	2346	3055	3052	1806	2543	2414
Pradesh	1991	2116	2227	2377	2000	2192	2043
consumer unit per day							
	44.2	44.3	57.5	34.6	37.7	49.3	49.0
Andhra	52.3	56.6	66.7	67.2	49.6	62.4	57.7
Ka	63.2	65.3	76.3	86.5	63.2	77.0	67.0
Pradesh	53.8	59.7	72.3	74.3	55.7	70.4	55.9
Uttara	58.8	62.5	65.7	73.8	57.5	70.3	62.3
	57.2	60.1	64.5	70.6	56.9	65.0	58.0
Pradesh	58.0	59.9	67.1	74.5	57.3	69.5	61.5
Uttar	48.7	59.2	76.3	75.2	46.7	63.3	61.3
Pradesh	64.2	66.2	73.9	77.7	64.4	69.9	65.1

Annual Report (1979) of National Nutrition Monitoring Bureau, National Institute of Nutrition, Hyderabad. Reported by Rajaram Dasgupta. Economic and Political Weekly, Vol. XVIII No. 28, July 9, 1983.

Table 15

TAGE OF DEATHS BY CAUSES RELATED TO CHILD BIRTH AND PREGNANCY (MATERNAL)—1976 to 1983

is	1976	1977	1978	1979	1980	1981	1982	1983
	11.6	8.2	11.0	11.7	12.5	13.7	10.1	10.7
	10.4	11.2	21.2	16.1	12.4	8.0	12.5	12.1
	22.1	15.9	14.6	15.0	15.8	17.7	24.4	18.9
pregnancy								
n	17.2	20.6	18.2	20.0	15.8	23.4	26.2	23.8
child								
h of mother	8.6	9.4	9.5	10.5	13.4	9.2	7.2	8.3
s	13.5	18.8	12.4	11.7	12.4	13.1	8.3	11.6
	16.6	15.9	13.1	15.0	17.7	14.9	11.3	14.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Deaths	163	170	137	180	209	175	168	206
deaths	1.1	1.0	1.0	1.1	1.2	1.0	1.0	1.2

urvey of causes of Deaths (Rural) 1980, 1983
A Report R.G. India

Table 16
DISTRIBUTION OF LIVE BIRTHS BY ORDER OF BIRTHS—
ALL INDIA

Order of birth	% Rural 1978	% Urban 1978
1	23.45	25.75
2	20.63	23.33
3	17.49	17.88
4	13.38	12.22
5	9.69	7.93
6 or more	15.36	12.89
All	100.00	100.00

Source: Registrar General, India, New Delhi: Survey on Levels, Trends and Differentials in Fertility, 1979, Government of India Ministry of Health and Family Welfare, New Delhi.

Table 17
PERCENTAGE OF BIRTHS BY TYPE OF ATTENTION AT
BIRTH BY RURAL/URBAN, INDIA, 1983

Sector	Institutional	Attended by training professionals	Attended by untrained professional
Rural	12.6	16.3	71.1
Urban	45.4	25.4	29.2
Total	19.2	18.1	62.7

Source: Sample Registration Bulletin

or legal equality has been one of the concerns of the women's movement in the world. Whether in the internal or external position in the parental or social or in the external situation of education, skills, professions, etc.—all these involve the law.

It is necessary to realise that the extent to which changes in law. Attempts at bringing about the status of women through legislation or judicial activism are of little success without a simultaneous change in the social and economic conditions and the culture (values, attitudes) of society.

The movement for women's rights in the three major prob-lem areas, enforced widow-hood, rights for women. The primary concern at this stage was for the woman as a part of the joint family. Their aim was to ensure that women were free to undertake the responsibilities in the new social structure emerging. On the part of women activists, the aim was to focus attention on the oppression of

appropriate laws and evolving an effective machinery to implement those laws. And so, after independence, we have the phase of legal reform progressive, bold, legislative initiatives, which translated constitutional commitments and guarantees into laws to help improve women's legal status.

5. The latest phase of the debate on women and the law started in the seventies. In 1971 the Government set up a committee which presented the Report of the Committee on the Status of Women in India '*Towards Equality*' with a chapter on laws relating to women. The debate was far more sharp this time, focussing on the gender bias in the law and making society aware of the oppression of women within the home and how widespread domestic violence is, resulting in several important amendments to existing as well as fresh legislations.

Constitutional Rights:

The debate took place during the 1970s and the discussions were intense. These mainly revolved around the Code Bill, and the need for a framework which would ensure that laws are not accepted as discriminatory unless they are politically equal and can be effectively implemented, by passing

6. All Indian laws get their sanction from the Indian Constitution which guarantees justice, liberty and equality to all citizens of India. The Preamble speaks of equality of status and opportunity for all citizens. Article 14 states that "The State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India". It not only prohibits discrimination but makes various provisions for the protection of women. Articles 14, 15 specially 15 (3), 16, 39 and 51 A (e) deserve special mention in this regard. Rights guaranteed under articles 14, 15 & 16 are fundamental rights and if they are violated by the State, a citizen can move the High Court or even the Supreme Court. There have, however, been relatively few cases in which women have

ality by moving the

die of burns were in the age group of 15 to 19 years and were never married.

he women's move-
against women, both
and directly link-
itions in a patriar-
cross both class and
egories of violence
d murder of young
realised that these
essions of a wide
domestic violence,
ing, cruelty, torture
perience made the
that wife abuse be

10 In many cities special police cells have been set up to deal with complaints under the new provisions. While this is an important step towards dealing with domestic violence, experience shows that these police cells are not aware of the changes in the law and are operating, more or less, like counselling units, counselling being done by police personnel, who are neither trained in professional counselling nor have the attitudes which are conducive to understanding of the problems. The woman is often told to adjust to her problems. She is not seen as a victim of gender oppression and is charged with not adjusting to demands made on her by the husband or his family.

l with the Criminal
) Act, 1983, which
gal recognition to
ng cruelty inflicted
latives an offence
Indian Penal Code,
e Law of Evidence
de that if a married
ithin seven years of
tion in law will be
latives abetted the
e Indian Evidence

11. The Committee on the Status of Women in India had pointed out that certain "penal provisions in the law are definitely influenced by the established patriarchal system, the dominant position of the husband and the social and economic backwardness of women". The future of women's status will depend on a clearer understanding, by larger sections of women, of the Constitution and their willingness to utilise laws and legal processes towards fulfilment of constitutional promises.

Rape:

ctions have gone a
e legal remedy to
e violence in their
found that women
d violence in their
e study of the girls-
ns shows that in
cent women who

12. The Law Commission had in its 84th Report on Rape and Allied offences proposed certain changes in the Indian Penal Code, the Code of Criminal Procedure and the Indian Evidence Act. On the basis of these recommendations, the Government amended the law on the rape and introduced the Crimi-

in 1980 which was
 Act in 1983. These
 of the victim from
 ag investigation and
 of rape to remove
 addition of the crime
 placement of punish-
 shifting of the onus
 and are steps for-
 the woman victim of
 kind of treatment.

Committee on the
 recommended that
 added only as a matri-
 y for which may be
 ration... continuing
 criminal offence is
 an individual and
 the Penal Code."

ation has not been
 ume Court upheld
 Penal Code which
 the right to prose-
 wife though it does
 the wife to prose-
 m her husband has
 has resulted in giv-
 which are denied to
 ad started that the
 ovisions of section
 inconsistent with the
 us of women and of
 gations under mar-
 the question of pol-
 are not concerned "

15. The most recent case of Law being
 enacted to protect the woman victim is the
 law against the practice of widow burning or
 Sati. The law was passed by Parliament in
 response to a national demand following the
 burning of the young educated Roop Kanwar
 on the funeral pyre of her husband in Deor-
 ala, Rajasthan. There has been some debate
 on Section 3 of the Commission of Sati (Pre-
 vention) Act, 1987 which states:

"Notwithstanding anything contained
 in the Indian Penal Code, whoever
 attempts to commit Sati and does any
 act towards such commission shall be
 punishable with imprisonment for a
 term which may extend to six months
 or with fine or with both..."

16. The Section appeared necessary as, in
 any case, section 309 of the Indian Penal
 Code penalises "whoever attempts to commit
 suicide or does any (Act) towards the com-
 mission of such offence..." whatever the cir-
 cumstances may be. Women's groups have
 however protested against the provision in
 the belief that no attempt at committing sati
 would be spontaneous or voluntary. To some
 extent, this point was sought to be taken care
 of by specifying in the Act that "the Special
 Court..... shalltake into consideration the
 circumstances leading to the commission of
 the offence, the act committed, the state of
 mind of the person charged of the offence at
 the time of the commission of the act and all
 other relevant factors."

17. The Act also prescribes the maximum
 punishment for the abetment of the commis-
 sion of Sati, to equate it with murder rather

ent of suicide under section 305 of the Indian Penal Code, as had been cases of commission of Sati. The Act also glorification of the practice and goes a long way in stating that Sati is a manifestation of the evil of Hindu women.

ward to take custody of the rescued victim, must now be investigated by a recognised welfare institution or organisation before she is released. Provision is made for Police Officers to deal with offences of interstate ramifications when dealing with Trafficking. Compulsory medical examination of those rescued and their rehabilitation are also provided for.

Law Commission Report. The Act could not be banned, every country has tried to it may be kept within its without unduly encroachment of marriage and families of prostitutes have or women and also boys sexually molested and the business. They are for commercial purposes lives to enable them to be de.

20. The State protective homes or corrective institutions in which the rescued persons are kept are known for their poor living conditions with no rehabilitation programmes except marriage, which is treated as their ultimate destiny. This requires sympathetic effort and care by the State Governments which could involve voluntary organisations in running or supervising these institutions and linking up with available training and rehabilitation programmes.

Dowry:

tive of the Suppression of Immoral Traffic (Prevention) Act, 1956, which prohibits brothel keepers, procurers, and those who prevent prostitution in public places. The Act was amended in 1986 to include both men and women. The Act provides for severe penalties particularly for offences against children. It provides that the special police officer making an arrest should be accompanied by at least two other officers, and that a woman should be interrogated only by a woman officer and in their non-presence of a woman social worker or those coming for

21. The Dowry Prohibition Act, 1961 was amended in 1984 and again in 1986 to make the provisions of this law more stringent and to plug the loopholes which had made it ineffective. The period of limitation for filing complaints was removed. The Court now has powers to act on its own knowledge or on a complaint by a recognised welfare organisation. The offence has been made cognizable for the purpose of investigation. Protection is extended to the 'complainant'. A new section on "dowry murder" has been introduced in the Indian Penal Code. The Indian Evidence Act amended to shift the burden of proof, to the husband and his family where dowry is demanded and the bride dies within 7 years of the marriage otherwise than under normal circumstances, to the husband and his family. Provision for appointment of Dowry prohibi-

d Advisory committees has
Advertisements offering con-
urriage are now punishable.

endation of the Committee
Vomen for banning the tak-
dowry in the Government
Rules, had been accepted
13A was introduced in the
ules for the purpose. The
needs to be made a ground
elevant acts.

law and the active invol-
rganisations has led to
this crime and an increase
ses recorded. The Volun-
of the Social Welfare
al Aid and Counselling
voluntary groups with
g have been rendering
his field. However, there
nt reversal of the trend
nge in attitudes even
urban elite.

is legal and the Medi-
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e child in the womb. in
x determination tests.

overnment has made
e killing of unborn
ng the Maharashtra
Prenatal Diagnostic
A uniform Central
ines has become an

Indecent Respersentation:

25. The Indecent Representation of Women (Prohibition) Act, 1986 which focussed attention on sexist advertisements and hoardings was passed by Parliament in response to public protests against the way the media was projecting the image of women in degrading and undignified ways. The new law seeks to ban "indecent representation of women" by which is meant "the depiction in any manner of the figure of a woman, her form or body of any part thereof in such a way as to have the effect of being indecent, or derogatory to, or denigrating women or is likely to deprave, corrupt or injure the public morality or morals" There has been criticism at the lack of more precise definition of what is derogatory to or denigrating women. The definition however would have to depend on the context or milieu in which the act has taken place, and the judiciary would need to take into account all circumstances which would vary from place to place or time to time. The implementation of the Act would have to be observed for a while to see if any changes are required.

Marriage and Divorce:

26. Historically, Hindu marriage was not a contract between two consenting persons and there was no religious requirement that the two people getting married must agree, even formally, to living together as husband and wife. The courts in fact held that Hindu marriage was a "sacrament" The position is similar in Christian law. Even now, the law makes it virtually impossible for Christians to get a divorce and so they continue to be husband and wife by religious and social coercion. The Muslim law makes marriage a contract by two consenting parties. While as a

in advance of Hindu and the element of "consent" is in the formality.

was substantially reformed. Her changes came when the provisions of the Committee on Women were implemented. Laws (Amendment) Act. Marriage laws of Muslims and have been reformed. Even the movement has been ambiguous. Changes in the law belonging to minority

person (husband or wife) can initiate proceedings for bigamy most of these 'marriages' continue. Further, the existing penal provision against bigamy is defeated in a considerable number of cases because of the technical construction placed on section 17 of the Hindu Marriage Act. The Committee recommended that even if essential ceremonies had not been performed, if the ceremony had given rise to a de-facto relationship of husband and wife, the offence of bigamy should be considered to have been committed. Significantly, despite the fact that the Committee's other recommendations were incorporated in the 1976 amendments, these were left out.

personal laws relating to provision for restitution although this provision is husband and the wife it the husband against the against the fundamental personal liberty. The of Women had also

judicial rights have come in conflict with the woman's opportunity in education, the attitude of is often been rather

allows for double ality. Under Muslim legal right to have my among Hindus in the 1950s. The of Women has, how- spread among Hin- o pointed out that v only an aggrieved

30. Although the law of divorce is different under each personal law, common to all is the fact that it is far easier for the man to get a divorce. The Muslim man can unilaterally proclaim divorce on the woman; the Christian man can get divorce on the ground of adultery, but the Christian woman has to prove adultery with incest, or with bigamy, or with rape, sodomy or bestiality. There is no provision of divorce by mutual consent in either Muslim or Christian Law. The Hindu Law has been reformed and the husband and wife have the same grounds for divorce, in addition to the option of divorce by mutual consent. By the recent amendment the Parsi Marriage and Divorce Law has also been brought on the lines of Hindu Law. Though women and men of all communities have the choice of getting married under the Special Marriage Act 1954 which has more equitable provisions for marriage and divorce, society still looks down upon a divorced woman as the 'culprit' while the man is able to remarry without a stigma. Moreover, most women suffer from lack of education and economic independence and are left in a desperate situation after divorce.

7:

he personal laws and under the Wards Act, 1890 the natural guardian of the children. The Minority and Guardianship Act, 1925, made the natural guardian for unmarried girls is first the mother. Even this is recognised only with a proviso in the case of children who are illegitimate that too has been diluted and termed "ordinarily". The Act has taken away the right of the father to enjoy under the classification of appointing a testamentary guardian thereby depriving the father. Under the Act the mother is preferred over the father in regard to the illegitimate children.

The courts time and again emphasise the welfare of the child is the primary consideration and any decision regarding custody of a minor child must be made with reference to the facts and circumstances also taking into consideration the interests of the child. While interpreting provisions of the Hindu Minority and Guardianship Act, 1925 and the Wards Act, 1890, the courts have observed that the welfare of the child will be taken into consideration in deciding the guardianship of the minor child.

regarding discrimination against children. Only Hindus and Muslims have this right. Men and women are appointed guardians of children. But the Hindu Law does not give equal rights to men

and women to adopt and the husband can no longer adopt a child without the consent of his wife.

Right to Property

34. Neither the personal laws based on religion, nor the secular laws relating to property rights, give women equal rights to property. The question of providing equal rights to woman *vis-a-vis* man had been the subject matter of controversy and had been taken note of specifically while drafting the Constitution of India.

35. The Hindu Succession Act, 1956 provides equal share to women in the properties of their father. Section 14 of the Act gives women the right to acquire absolute ownership of property. Under this section, woman has now been given absolute power to dispose of her property as she thinks fit. The Act further lays down certain rules for succession to such property, independently of the general rules of succession given under section 8 of the Hindu Succession Act. Though the amended Hindu law has given the woman many new rights she cannot be a member of the coparcenary and cannot ask for a partition.

36. Muslim and Parsi women have some property rights but not equal rights with their brothers. Under their respective laws, the son gets twice the share of his sister. The Syrian Christian women were till recently governed by the Travancore and Cochin Succession Acts under which they got almost no property. However, recently the Supreme Court has ruled otherwise and these Christian women are now governed by the Indian Succession Act 1925 which ensures to them equal rights to property.

personal nor the civil laws
 value of woman's work in the
 , on divorce the property is
 husband and wife. Instead
 at a home, income or any
 security. If the husband
 life she is left without any
 , and is often deprived of
 n'. However, in a recent
 Supreme Court has held that
 erty of a married woman is
 custody of her husband or
 and they are bound to
 and when demanded by

under a legal liability to
 either before judicial sep-
 secular law of mainte-
 section 125 of the
 ides for payment of a
 maintenance even to a
 ic provisions are con-
 maintenance under sec-
 Hindu Marriage Act,
 the Hindu Adoptions
 , 1956. Provisions for
 available under the
 vorce Act, 1936, (sec-
 e Indian Divorce Act,
 37). Provisions have
 Women (Protection
 ct 1986 in relation to
 im women. This lat-
 a great deal of

secure for the citizens a Uniform Civil Code
 throughout the territory of India. The Com-
 mittee on the Status of Women in India had
 emphasized that the absence of a Uniform
 Civil Code and the "continuance of various
 personal laws which accept discrimination
 between men and women, violate the funda-
 mental rights and preamble of the Constitu-
 tion which promises to secure to all citizens
 'equality of status'," and is against the spirit of
 national integration and secularism. The con-
 tinuance of different personal laws having
 different provisions in relation to women's
 rights leads to inequalities against women
vis-a-vis men as well as women *vis-a-vis*
 women. There is, therefore, an urgent need to
 have a Uniform Civil Code which guarantees
 equal rights to all Indian women and men.
 The adoption of a Uniform Civil Code would
 not only lead to gender justice, but would
 also ensure parity for people of different
 denominations.

Family Courts

40. Parliament passed the Family Courts
 Act in 1984 in order to provide a forum in
 which family disputes would be resolved in an
 atmosphere of reconciliation and under-
 standing, keep the advocates out and provide
 for counsellors to assist the judge. Unfortu-
 nately only three States have set up these
 Courts till this date and women are still com-
 pelled to seek justice in the normal courts
 where they are always at a disadvantage.

Rights at Place of Work

41. The Equal Remuneration Act was passed
 in 1976. This Act provides for equal pay for
 men and women doing the same or similar
 work. It also forbids discrimination on the

Indian Constitution
 all endeavour to

the time of recruitment and however not applicable to the sector where the bulk of the agricultural sector, there is no fixing a statutory minimum wage by the work women do is for unskilled and they are often less than the minimum wages. Women often treat the male as a unit even if the husband, are all contributing their income under the Bonded Labour (Abolition) Act, 1976 when wages relief, it is given to the family.

The Benefit Act of 1961, provides leave to women working in the plantation, including agricultural establishments. The Employees' Provident Fund Act, 1948 also provides for provident fund for low paid workers, but it is not provided in the agricultural sector nor in the agricultural sector any such legal rights for

other benefit to all those working in home-based piece rate situations. Similarly, provision needs to be made for compulsory skills retraining programmes by the employers for women workers likely to be affected by the introduction of mechanisation and technology. The Nairobi Report has pointed out that "while women's input of labour in the formal and informal sector will surpass that of men by the year 2000, they will receive an unequal share of the world's assets and income". Employment legislation should ensure equality and provide benefits for women not only in the conventional and formal labour force but also in the informal sector, particularly with regard to migrant and service workers by providing minimum wage standards, insurance benefits, safe working conditions, etc. These benefits should also pertain to women working in family enterprises and to other self-employed women. The National Commission on Self-Employed Women and Women in the Informal Sector has recently made a detailed study in this regard.

Citizenship

Labour (Regulation and Supervision and the Inter-State Migration and Regulation of Employment of Service) Act, 1979 for creches to care for children of women working as contract labour. Provision needs to be made for child labour in industries and establishments employing more than 30 persons

45. The recommendation of the Committee on the Status of Women that the Citizenship Act should be amended to ensure that a person born outside India shall be a citizen of India by descent if his father or mother is a citizen of India, is still to be implemented. At present only the children of an Indian father (not mother), are automatically Indian children. This requires early rectification.

Awareness and Legal Literacy

to be made in the existing legislation with a view to widening the scope of the law and with a view to improving conditions and

46. Legislation is important but the implementing machinery at all levels has to be sensitised and made responsive to women's needs. Awareness and knowledge of women's

the society at large
be involved in a
judicial and the law
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The constitutional
can be realised only by
policies which include

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But there is a need
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mobilisation of
blic opinion repres-
must be utilised in a
in this task.

Legal Processes

for Implementing
the State Legal Aid
been providing legal
certain prescribed

levels of income. There is need to make specific provision for free legal aid to women. The traditional legal service programme which consists of providing legal assistance to the poor seeking judicial redress, is not adequate to meet the specific need and special problems of women in our country. The success of the traditional legal service programme depends upon at least two factors:

- (i) The person affected should be able to realise that the problem she faces is a legal problem and that a lawyer can help her, and
- (ii) She must know where she can get such legal help. These two preconditions are markedly absent among women and would, therefore, render any traditional legal service programme ineffective and without meaning.

49. Legal aid programmes for women, have to be developed which are not litigation oriented. These must consist of:

- (i) Creating legal awareness amongst the people and especially women, by making them aware of the rights/duties conferred upon them by various legal aid programmes
- (ii) Holding Legal Aid Camps where lawyers go to different centres and give them free advice
- (iii) Conducting para-legal training programmes for social workers and voluntary agencies and mobilising them for supportive action
- (iv) Supporting public interest litigation, by which social workers can participate and carry forward the legal aid programmes for women

justice administration on the one hand and social activists and researchers on the other

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53. The process of effective implementation would also include orientation, training and re-training of personnel engaged directly or indirectly in administration of justice.

Monitoring of Legislative Processes

54. India, in the mid-1980s, presents the picture of a society which aspires to achieve an egalitarian social order assuring the dignity of the individual, while striving to maintain its pluralist character and rich cultural heritage.

55. Continuation of certain outdated provisions/procedures in our laws which bear little relationship either to the constitutional directives or the emerging social realities, create problems for the law enforcement agencies. There is also a marked absence of adequate enforcement mechanisms which has made many of the laws ineffective.

56. A process of social audit of each legislation must be organised through governmental or non-governmental organisations with the specific objectives of diagnosing problems encountered in effective implementation and identifying suitable remedial measures.

57. Women, like other disadvantaged sections in Indian society, have not fully realised the potential power that laws and legal processes hold for them in matters of development. They are ignorant of their own rights or are afraid or unable to enforce them due to expensive, complicated and long drawn out proceedings. Thus they do not have easy access to justice. There is an urgent need for

culation, on the part of women
 use who support women's devel-
 equity and justice, for expert
 y seeking interpretations prom-
 er and social justice.

Women's Studies Centres could
 work relating to research
 n and dissemination of such

information to governmental and non-
 governmental functionaries engaged in the
 field.

59. An independent agency at the Centre to
 follow up implementation of laws for women
 and coordinate with State Governments is
 urgently called for. What we need is the will
 and the courage to enforce the laws which
 have been brought on the Statute Book.

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recruitment of women police officers
made, women constabulary etc. The
approach of these cells should be
redressal of grievances on the merit of
each case and not merely 'return to the
family approach'.

6.6 Police stations should maintain a list
of social workers to assist in cases
related to women. Identity cards may
be issued to such persons.

6.7 Since the Court culture so far has, by
and large, been technical rather than
imbued by concern for women or
societal good (except in the case of
certain landmark judgments), a mas-
sive programme for educating women
on their legal rights as well as to create
awareness, understanding and sensi-
tivity in the personnel concerned with
the investigation and judicial process
needs to be undertaken. Para-legal
training programmes for social
workers, voluntary agencies are also
essential. This may be taken up by the
proposed Resource Centre.

6.8 A Uniform Civil Code for all citizens
should be adopted by the year 2000
A.D.

6.9 Both spouses should have joint title to
all property acquired by either spouse
during the subsistence of a marriage
and they should hold such properties
as tenants in common, in equal shares.
But properties acquired by either

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should be
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- 6.16 All matrimonial suits against women should be filed in the district courts where women are residing. In the meanwhile, family courts scheme should be extended to all States.

Maintenance etc.

- 6.17 Necessary amendments in procedure must be brought about for maintenance to be paid through courts or arrangements made by the courts to ensure timely and correct payment.
- 6.18 The minimum amount of maintenance should be calculated on the basis of basic needs of the woman and on the basis of the earnings of the spouse.
- 6.19 Government/employers should have the power to order maintenance to aggrieved wives/dependents of employees on an application by the woman and following an enquiry, the amount may be paid directly to the wife/dependents.
- 6.20 In case of irretrievable breakdown of marriage for causes other than enumerated, divorce should be granted with a provision for maintenance for the wife (No fault divorce).
- 6.21 Adultery should not be a penal offence but a ground for divorce.
- 6.22 In the case of an unmarried man and woman residing together irrespective of their religion and customing mar

and be presumed
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Mothers should have equal rights to
operate minor children's accounts

Labour.

omen's rights to
ernity benefits,
arital status.

6.30 Criteria for fixation and revision of minimum wages should be evolved without impinging on the right of parties to negotiate wage agreements.

life and depend-
Fund benefits

6.31 Legal safeguards/facilities available under various existing laws, such as the Minimum Wages Act, Equal Remuneration Act, Employees State Insurance Act, Provident Fund Act, and Maternity Benefits Act are not extended to the unorganised sectors. Particular attention must be paid to providing decent working and living conditions to home-based and piece-rate workers. It should be examined to what extent and how these can be extended to these sectors. In this context, the recommendations of the National Commission on Self Employed Women may be studied.

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6.32 Trade unions and other organisations should undertake the responsibility of developing consciousness among women workers about these legislative provisions. Legal aid centres, lok adalats should also help workers in sorting out their problems in this and other contexts.

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should be widely
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be acceptable.

6.33 Efforts should be made to bring together the dispersed and unorganised sections of the labour force into an organised entity so as to provide them with necessary bargaining strength. The trade unions have a critical role in this regard.

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of discrimination in employ
specially to eliminate wage dif-
ls between women and men

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Protective measures against
elated health hazards should be
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hrough legislative measures.

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er of women. It should ensure
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6.37 The Contract Labour Act 1970 and
Inter State Migrant Workman Act
1979 provision for creches to contract
labour must be extended to other
industries and establishments
employing 30 persons.

6.38 The Maternity Benefit Act of 1961 and
Employees State Insurance act, 1948
should be examined and wherever
possible extended to the unorganized
and agricultural sectors.

Citizenship

6.39 Children of Indian mothers born else-
where should automatically be
assured Indian citizenship as in the
case of children of Indian men.

CHAPTER-VII

CAL PARTICIPATION & DECISION

MAKING

1. The first part of the document is a list of the names of the persons who were present at the meeting.

2. The second part of the document is a list of the names of the persons who were absent from the meeting.

3. The third part of the document is a list of the names of the persons who were present at the meeting.

political participation of women has posed a major dilemma. On the one hand, the fundamental right of every citizen to participate in the decision making process, the citizen's duty as well as the presumption that each citizen has adequate means and conditions for the realization of his or her personality in society. On the other hand, from a realist perspective, an analysis of participation in political processes has revealed the narrow definition of political participation as accepted by the political scientists and policy-makers. The Delhi Document on Women's Participation (1985) recognized the rapid growth of informal political participation, their role in the formal political process had virtually remained unrecognized. This recognition has resulted in a re-examination of concepts and indicators of political participation.

One of the issues of the debate appropriate indicators of political participation and the strategies to be evolved, not only for formal activities but also for full participation in non-formal political processes. It is interesting to note that there has been a re-examination of this subject in the Action for Women's Empowerment Programme for the Government of India. At the U.N. at that time, the Commission on the Status of Women and employment in political participation. The present national document on Women's Participation, the outcome of the Nairobi Non-Aligned Meet of Women's Ministers, Forward Looking Conference, have recognized the importance of this theme and the nature of political

participation of women, the problems faced therein and the strategies to be evolved.

3. It is necessary to attempt a definition of political participation which is broader than the one covering women's participation only in the electoral and administrative processes. It includes the gamut of voluntary activities with a bearing on the political processes, including voting, support of political groups, communication with legislators, dissemination of political views and opinions among the electorate, and other related activities. Besides social relationships, there are spheres of power-relationships which are generated and institutionalized by being used to encourage, control or move people's behaviour, attitudes and beliefs in specified directions. Political participation can be considered to include an involvement in any form of organized activity that affects, or seeks to affect, these power relationships. It refers broadly also to "activities by those not formally empowered to make decisions, these activities being mainly intended to influence the attitudes and behaviour of those who have powers for decision making". In fact, protests and demonstrations against those in power also form part of political participation. Women's participation has covered a range of activities including movements, protests and support meetings on all issues connected with labour, dowry, rape, domestic violence, price-rise, food adulteration and deforestation, as also movements for the promotion of peace.

4. An analysis of the above terms, with particular reference to the participation of women, indicates that there has only been a limited application, mainly because of various dubious considerations of social, economic and political variables. Broadbased political participation of women is severely

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al voting centage	Per cen turn-out of new voters	Per cent turn-out of women voters
0.49	65.63	54.96
6.92	62.15	51.22
3.61	68.17	58.6

on in formal elec-
dependent on the
e political parties.

national level is still not commensurate with
their numbers in society

Review of Political Participation of Women 1977-87-

6. In India, limited adult franchise was granted to women in 1937. Since then, women have been participating in political processes, as voters, as candidates contesting the elections, involved in deliberations both in the State Assemblies and Parliament and also through holding public office at different levels and in the judiciary where women perform watchdog roles in the protection of sanctioned rights.

7. The decade under review coincides with the International Women's Decade. Hence, an assessment of the role of women's awareness, priorities, thrusts etc., as a result of the forces generated during the women's decade can also be made.

Women as voters:

8. Voting is the basic activity by which the citizen get assimilated in the political process. The following table shows the comparative participation of men and women in three elections viz. 1977, 1980 and 1984.

general awareness among the community of the importance of exercising franchise, and the overall political culture. No serious

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amentary elections has not increased signifi-
cantly over the years. Political parties seem
uniformly reluctant to field women candi-
dates. The high cost of electioneering is
another deterrent to most women candidates.
Because of these factors there is an increasing
tendency among women to contest elections as
independent candidates. Inspite of this, the
present Parliament has the largest number of
women members ever since independence
(Table - I)

13. The proportion of seats won by women
to the Lok Sabha stands in 1988 at 46 seats
out of a house of 537 seats. The Rajya Sabha
has 28 women in a house of 245 seats. There
has been a greater representation of women in
the Rajya Sabha by nomination.

14. The pattern is not very different at the
State level. The all India total stands at 44
women elected out of 241 women contestants,
as against 1486 men out of 8415 male contest-
ants (Table - II). For instance, in Orissa in
1980, for the House of 147 members, 10 con-
testants were women of whom only 5 were
elected. In 1980 in Tamil Nadu, 5 out of 17
women candidates won. An indepth study of
women at grassroots level politics reflects a
similar trend. Interviews with 143 women
members of Panchayat Samitis and Zilla
Parishads in Maharashtra reveal that the
women of upper castes, wives of big land-
owners and politically influential persons,
tend to pre-dominate in the positions
reserved for women in local bodies. However
the redeeming factor is that women in rural
areas are capable of progressive thinking and
have the potential for valuable social partici-
pation if a conscious effort is made to secure
their involvement.

Women in Office

15. Despite the general depressed picture of

democracy, there has been a significant increase in the participation of women in key positions in many years. India has a woman at the helm of the Government. There are eight women Ministers in the Cabinet. The Union Minister is a woman Chief Minister. The Government is headed by a woman Governor. In the State Governments also, there is an increase in the participation of women. In the Panchayati Raj institutions, there are currently 4548. There are 21 secretaries in the coun-
cils employ 994 officers and 16,987 officers. The Panchayati Raj Service has only 10 officers and the I.P.S. 21 officers. Stereotyping of jobs and positions of power and influence macro level. (Table - III).

ment

Participatory development intermediaries e.g. NGOs and educational institutions are recognized as important in the developmental process. Participatory development institutions has been successful in innovative projects of women's organizations. Voluntary organizations are particularly significant in the effectiveness of the process of participation as a process of articulating their needs, planning and in following up. In this regard, the participation in Panchayati Raj institutions is considered to be the key for realizing the

goals of economic betterment and social justice for the least privileged, was felt essential. The CSWI report suggested the establishment of all-women panchayats at village level, with autonomy and resources of their own for the management and administration of welfare and development programmes for women and children, as a transitional measure to break through the traditional attitudes that inhibit most women in articulating their problems or participating actively in the local bodies. The Empowered committee, while examining the recommendations, suggested that the sub-committee, while examining the subjects relating to management and administration of programmes for women and children should have the power of panchayat with earmarked funds.

17. Participation of women in Panchayati Raj institutions has been recognized as a step towards equality. The Committee on the Panchayati Raj institutions, 1978 recommended the reservation of two seats for women in panchayats and to co-opt women in case they did not come through elections. It also suggested that a Committee of women be set up within panchayats to operate specific programmes for women and children. The co-option of two women members in panchayats, has not brought any perceptible impact on women's participation in the Panchayati Raj bodies. Co-option is done only in letter and not in the spirit of getting the women involved in panchayat activities. The participation of women in panchayats as it is today hardly gives any scope for women members to participate effectively and independently in democratic and political processes or to influence decision making.

18. The Minister of Agriculture, in a recent

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State Assemblies,
nificant and well-

women MPs have
e debates on dowry
ernment to make

changes in the existing dowry laws. They
have also given useful suggestions such as
having a National Commission on Women
having women judges on family courts and
special courts for hearing cases of dowry
deaths. On various occasions, they have
raised questions regarding the common civil
code, immoral traffic in women, dowry
deaths and rape cases.

Women in the Political Parties:

21. Besides participation in the general
elections/contesting elections is a very impor-
tant dimension of participation is through
the political party. As far as political parties
are concerned, although at election time dec-
larations are made of granting 15-20 per cent
seats to women, no party has been able to
achieve the target. In fact many studies have
shown that before the women's decade, polit-
ical parties were not even stressing on
women's issues, in their campaigns or in
mobilizing rallies. In the last decade all polit-
ical parties have shown great interest in
women's problems as a result of various
developments but primarily due to the pres-
sure of women's groups. Parties in their
manifestos promise to women all opportuni-
ties for increased participation in social, eco-
nomic and political life. Yet, the record of
most of the parties is poor so far as women
are concerned. Though exact figures are not
available, it can be safely presumed that
membership of women in parties does not
exceed 10 to 12 per cent of their total mem-
bership. Parties hardly make a sincere
attempt to reach out to women or to put them
in positions of authority. To take the exam-
ple of Congress (I), Mrs. Indira Gandhi was
the only woman President of the Congress
Party in the post-independence period.
Though she had stated that "women have a

party and in the
yet women have
take their presence
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of women placed in
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women hold crucial positions. In fact, one of
the main reasons for the growth of autonom-
ous women's groups is the disillusionment
that arises, owing to a consideration of
women by some political parties as peri-
pheral elements, inspite of their involvement
in day-to-day political work. This is not a
problem on the Indian scene only, but is a
global issue, which could only be solved with
the growing awareness and rightful assertion
by women.

Women in the Trade Union Organization

24. Participation of women in trade unions
has been a topic which has acquired signifi-
cance during the last two or three decades.
Studies have shown that though it might be
difficult to participate in day to day activities
of the trade unions, women have provided
very great strength during crisis periods, such
as strikes. A recent study on the more than a
year long textile strike of Bombay in 1982
proved that without the support of both
women textile workers and the wives of male
textile workers, the leaders would have found
it difficult to continue.

25. A distressing fact is that the prevalence
of patriarchy prevents men colleagues from
accepting women's crucial role. In a recent
conference on the problems of working
women and their participation in trade
unions, a scholar noted: "Today after more
than a decade of our struggle we find to our
satisfaction that the question and problems
of working women and women in general are
being discussed widely in our country by var-
ious organizations, individuals, press and
also by the Government. The question is also
being highlighted in international forums"
Despite these efforts, many trade unions in
the country are yet to pay adequate attention

effort have to be
cause to fight for
women. The scholar
number of struggles of
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problems of women
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high on the sex st attitude of mainstream
trade unions. It is well-known that women
constitute a majority of the unorganized
labour force. The working conditions in this
sector are abysmal. There is no security
jobs, no fair wages, no facilities and no rights
to demand for the improvement of their
situation etc. It goes to the credit of grass-
roots level organizations such as the WWF
and SEWA and the researchers who have
highlighted the problems of these women,
that attempts are now being made to create
some kind of structure to ventilate their prob-
lems. In the absence of support from the
official trade unions, the women workers
turning to some of the women's organiza-
tions for pressing their problems is a very
striking trend.

29. Studies have shown that whenever
women took up issues such as low wages,
inhuman working conditions, and health
hazards by organising meetings, putting up
posters, etc., women workers were
harassed and victimized. They were threa-
tened with arrest and rape, and all kinds of
pressures from parents, in laws were used to
demoralize the women. Employers preferred
to use the 'putting out' system and 'piece rate
system to enrolling women on their pay rolls.
The recently published report of the National
Commission on Self Employed Women &
Women in the Unorganized Sector, has made
several recommendations to ensure the inclu-
sion of women in the unorganized sector in
the entire gamut of trade union activities.

Informal Participation of Women

30. Political participation, viewed from a
broader perspective, includes participation in
any organized and deliberate activity that
seeks to influence or alter the character/func-
tion / structure/policies/assumption/behav-

stitution or the power
of the abstract spheres. In
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s to look at their involve-
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investigated in depth is the
women's participation in
d protest movements and
d formal political bodies
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Movement in 1930 and
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of women's courage,
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and Naxalite move-
ave revealed that
elter to the revolu-
ison among various
ding part in direct

significant events

which dramatically brought to the forefront
women's issues in the last decades has been
the re-opening of the Mathura rape case in
the Supreme Court which triggered off a
women's protest movement. A series of ral-
lies, campaigns, morchas, dharnas and dem-
onstrations were held to protest against rape,
wife beating, dowry deaths, molestation of
women, media distortions, foeticide and
other issues.

33. Women from various castes, communi-
ties and regions have participated voluntarily
and together, to raise their voice on impor-
tant issues. Current rural struggles in Bihar,
Himachal Pradesh, Marathwada region and
five Tamil Nadu districts centre on various
issues ranging from expropriation and redis-
tribution of the land of a Bodhgaya mahant
in Bihar, the politics of liquor licencing and
government water supply in Himachal Pra-
desh, to struggle for canal water and public
lands by untouchable poor peasants in
drought prone Marathwada, and struggle for
self-respect, employment and justice among
Tamil Nadu landless labourers.

34. In this narrative of women's participa-
tion in mass movements, the illustration of
the Chipko Movement stands out promi-
nently. There is a feeling that a genuine mass
based women's movement can grow out of
the grassroot participatory organizations of
women. Through such participation will
emerge political consciousness of women.
The Chipko Movement initiated in 1972-74 is
an example of the powerful impact that
women's initiative can have on the power
brokers, contractors and family members.
Where women shoulder major burdens and
the drudgery of bringing fuel, fodder and
water from long distances, any action which
affects these sources of livelihood adversely

g sharp resentment among
 uggle, women have not been
 s of an on going struggle but
 as initiators of the move-
 reaching impact on gender
 wali society. As mentioned
 ie State of India's Environ-
 ating entirely on their own
 r of the moment. While in
 District) the protest was
 ntractor, in all other areas
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 care less if the forest was
 ir women had to walk for
 ct their daily load of fuel

candidates that they had planned, and by
 elected governments in the Centre and States
 to appoint the minimum number of women to
 ministerial positions. One significant step
 has, however, been the formation of the
 Department of Women and Child Develop-
 ment which is part of the Ministry of Human
 Resource Development. The Constitution of
 a separate Department of Women has helped
 in focussing programmes for women's devel-
 opment. Efforts are also being made to reach
 out to the women in the poverty sector
 through various welfare schemes and
 programmes.

37. The incorporation of Equality for
 Women as No. 12 in the Twenty Point Pro-
 gramme of development enunciated in 1986,
 and certain special schemes like Legal Liter-
 acy Programmes, Awareness Generation
 Programmes, Prevention of Atrocities
 Against Women are evidences of conscious
 attempts made by the Government to
 empower women to handle complex situa-
 tions. The setting of the National Expert
 Committee on Women Prisoners and the
 National Commission on Self Employed
 Women are significant steps in the right direc-
 tion. The most formidable hurdle in the pro-
 grammes and policies of the Government has
 been non-implementation or very limited
 implementation of these measures. Before
 recommendations to remedy the situation are
 suggested, it would be useful to have a brief
 discussion on why women's participation in
 political affairs is limited.

38. As mentioned in the Non-Aligned Doc-
 ument, "understanding of obstacles to
 women's effective participation in political
 life has generally been clouded by various
 assumptions regarding women's behavioural
 pattern, their "backward consciousness",

rd of women's participa-
 esses other than the for-
 creditable. Of course,
 en visible in mass move-
 es and protest struggles,
 felt in structured deci-
 sional settings. Even in
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on public issues or biological
their mental make up. An
the situation at the end of
the shortfalls in reliable data
like the visibility of women in
developmental process has
of greater efforts to obtain
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powerful, sometimes hid-
distance that obstruct the
goals of the Decade".

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armed conflicts, special
drawn to the need to elimi-
the maintenance of peace.
in decision making with
related issues should be
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Women in such a
Either they follow

the rules of the game of politics and are called
unfeminine or act in politics guided by the
standards of femininity and are seen as
peculiar.

41. A very strong reason explaining
women's limited participation has been the
theory of women's "backward consciousness".
However, it has been seen that in non-formal
mass movements, women responded with
great enthusiasm and responsibility on cru-
cial themes. Whether it is a movement against
foreign government under Mahatama Gand-
hi's leadership or it is a protest against vested
interests in economic or political spheres or
confronting the oppressive landlord or con-
tractor, women have not hesitated; they have
made sacrifices and suffered repression along
with men.

42. The observations that women when
elected do not participate in the debates or
women elect those candidates whom their
men wish to support, have been proved
wrong with more and more research findings.
Women do raise relevant issues on a wide
range of subjects, and studies on voting
behaviour suggest that the secret ballot sys-
tem helps considerably in exercising individ-
ual preference, though these findings/revela-
tions are underplayed by policy makers and
political scientists due to gender biases.

43. Subordination of women in society acts
as a structural constraint to their participa-
tion in political activities. Owing to the
gender-based division of labour in the family,
women have to bear the full responsibility of
household chores. It is the woman's duty to
bring fuel, fodder and water and to cook.
They have to look after the rearing and edu-
cation of children besides socialising. These
constraints operate more or less for all classes
and communities of women

significant deterrent factor is political culture which prevails. It has the political processes and many decisions are made in the scenes. It has also become difficult for women, who have fewer resources. Further, the presence of growing violence, corruption and unscrupulous behaviour, have been a serious barrier to participation in an effective manner.

Barriers which are issues in achieving concrete objectives to participate, leave the women to someone and suffer the consequences of political confrontation. Activity requires routine, which is often complicated to make it difficult to participate in restrictive structures.

Another important factor which has to do with much of the political process requires information, exposure to the various issues and models. In a survey, 82 per cent of women and only 3 per cent of men aged 17-21 are in the political arena, it would be futile to expect them to participate effectively. An analysis of political policies, strategies and the training, education and information. This requirement is fulfilled even by men in a society which is a much more challenging environment.

If women's participation is encouraged, a more concerted effort to educate them must be made. The working conditions, the inter-

relationships of various systems in society, the implications of political actions and policies and many such issues need to be explained to women so that they participate intelligently and consciously.

47. If women have to become integrated fully into political life, cultural change is necessary. In the past few centuries, the world has been divided into the separate spheres of the public and private. While women are no longer restricted to "private" activities related only to their families, their outside activities are "privatized" by men and society at large. Another pre-requisite for women to be active participants in decision making activities, is the provision of facilities, like education, training, information and above all, economic security.

48. In conclusion, it may be said that during the Womens' Decade, there has been some achievement in making women visible in the political sphere. There has been more positive action on the part of the government to integrate women in the decision making process. It appears that the operation of larger politico-economic forces generate a political culture that women find difficult to get involved in. Women through the Constitution have been allowed to enter politics but there is a vast difference between allowing and integrating. As a scholar puts it "Toleration is not an active principle, it is a passive one. It places a premium on the elimination of tangible barriers but makes no commitment to a positive value of inclusion and membership. Political liberation of women, therefore, would mean that women would be seen not as deviants or even as welcome strangers". In short, women's real active political participation will necessitate changes both in value and in the social structure.

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istries at the centre and in state governments
and they must be allowed to function in areas
suitable to their capacities and not be res-
tricted to 'soft' sectors.

*The Planning Commission and all minis-
tries and government departments must have
a Women's Cell.

* All government delegations to interna-
tional meetings must include at least one or
more women members.

* Wherever a Committee or Commission is
set up by Government for any purpose, 30 per
cent of its representation must be of women.

* The Union and all State level Public Ser-
vice Commissions must have women
representatives.

* The Planning Commission and State
Planning Boards must have adequate repres-
entation of women.

* 50 per cent of all grassroots functionaries
must be women. To facilitate its implementa-
tion, relaxation of minimum educational
qualifications is needed, which can be supple-
mented by short training courses for women.

* Reservation should be made of 30 per
cent seats at panchayat to zilla parishad level
and local municipal bodies for women. Where-
ever possible, higher representation of dalits/
tribals, women of weaker sections should be
ensured.

* 30 per cent of executive heads of all

the panchayat to district level percentage of chief executives of bodies at lower, middle and top level should be reserved for women.

One step would be to declare constituencies in the panchayati raj as exclusively reserved for women and all executive positions in the number of territorial jurisdictions should be reserved for women candidates.

Members of panchayats and district bodies must be trained and sensitized to exercise their authority. Both men and women members must be sensitized to the training needs of women members and to help in adequate allocations may be made. Particular attention should be given to development of interpersonal skills amongst the trainers.

Steps are needed to elicit participation through establishing women's organizations and actionaries as being active through the present Programmes. Experiment is based on a participative structure. Plans should be formulated through frequent discussions. Further the role of the representatives should be made visible to the electorate. The organizations must also be linked with actionaries for more participation of women in

local, State, District, Block and wherever possible at village level should be formed consisting of representatives of important women's organizations.

7.9 Executive bodies of trade unions must include more women.

7.10 One of the greatest hurdles in contesting election is the exorbitant expenditure. This factor not only makes it difficult for women, who have very limited independent resources to participate, but completely eliminates women in the poverty sector from entering the arena. This situation leads to prominence of upper castes, upper classes, urban women in the political sphere. To counteract this inequitable situation, serious steps must be taken to reduce election expenditure. Further, enormous amounts needed for election, lead to corruption and various nefarious practices. If steps are taken to decentralize the political machinery, then unnecessary expenditure in reaching out to a very large electorate could be avoided.

7.11 A major step needed to facilitate women's participation both in formal and informal political processes is provision of support services. In all kinds of public participation as well as in seeking opportunities for self-development, the primary responsibilities of women for looking after home and children always come in the way. Unless arrangements are made for child care and other domestic responsibilities, sustained participation of women in the public sphere is not possible without the integration of men in the private sphere. This not only means that men share the familial responsibilities but a new value needs to be given to this joint sharing both in public and private spheres which

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munity NGOs can help in fielding candidates
who are responsible to the people. They can
focus the attention of the people on crucial
issues facing women and elect members who
understand those issues and are working
towards it. Organizations and Grassroots
women's groups have in fact effectively
drawn the attention of the government to
atrocities perpetrated on women, to custodial
rape, to harassments for dowry, to plight of
the women in the unorganized sector, and so
on. NGOs can also provide training for future
women leaders. They can organize legal liter-
acy programmes and study circles for politi-
cal education as well as develop participatory
methods of working, and thus serve as a prac-
tical training centre for effective political par-
ticipation by women. They should not adopt
a beneficiary or 'welfare' approach while
working with their target groups. Even if a
few NGOs play their role adequately and with
courage, a new climate of commitment and
responsibility could be generated.

7.16 NGOs should work as pressure groups
or political action groups to press for the
fulfilment of promises. They should also pro-
vide support to the elected women represen-
tatives, when they are presenting women's
cases in the deliberative bodies. In short,
there should be a very strong link between
women representatives and those organiza-
tions working with the community.

7.17 Media should play a productive role in
enhancing women's participation. It should
give wider coverage to various activities and
measures taken by women, and should high-
light the problems of women. In order to
project women's issues and achievements,
perhaps mainstream media may not be ade-
quate and therefore it is sary to

ternate media system that could
en's struggles and experiences,
values which encourage gender
justice, and build up a positive
men participating in public life.

oliticization of women, network-

ing and creation of pressure groups represent-
ing genuine issues and felt needs are essential.

7.19 A massive awareness campaign aimed
at eliciting the support of electors (both male
and female) around causes will have to be
undertaken.

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Note : Blank columns indicate either the party was not in existence or date was not known.

Note : Blank columns indicate either the party was not in existence or date was not available

TABLE-II

No. of Candidates Constitution elected to the State Legislative Assemblies by Sex in States/UT from 1978-83

State/Union Territory	1978				1979-80				1982-83			
	Contested		Elected		Contested		Elected		Contested		Elected	
	M	F	M	F	M	F	M	F	M	F	M	F
	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)
Andhra Pradesh	1491	47	284	10	—	—	—	—	1647	73	282	12
Assam	917	21	125	1	—	—	—	—	448	3	108	1
Bihar	—	—	—	—	2925	77	312	12	—	—	—	—
Chhattisgarh	—	—	—	—	950	24	178	5	—	—	—	—
Goa	—	—	—	—	—	—	—	—	1068	27	83	7
Gujarat	—	—	—	—	—	—	—	—	432	9	65	3
Haryana	—	—	—	—	—	—	—	—	505	7	75	—
Jammu & Kashmir	—	—	—	—	—	—	—	—	—	—	—	—
Karnataka	1137	28	215	9	—	—	—	—	1327	38	222	2
Kerala	—	—	—	—	589	13	135	5	682	17	136	4
Madhya Pradesh	—	—	—	—	1950	50	302	18	—	—	—	—
Maharashtra	1777	42	280	8	1488	49	269	19	—	—	—	—
Manipur	—	—	—	—	394	7	60	—	—	—	—	—
Mizoram	255	7	59	1	—	—	—	—	309	8	60	—
Nagaland	—	—	—	—	—	—	—	—	244	1	60	—
Nagaland	—	—	—	—	720	10	142	5	—	—	—	—
Nagaland	—	—	—	—	703	19	111	6	—	—	—	—
Nagaland	—	—	—	—	1375	31	190	10	—	—	—	—
Nagaland	—	—	—	—	233	11	32	—	—	—	—	—
Nagaland	—	—	—	—	1012	17	229	5	—	—	—	—
Nagaland	—	—	—	—	—	—	—	—	119	11	56	4
Nagaland	—	—	—	—	4525	94	401	24	—	—	—	—
Nagaland	—	—	—	—	—	—	—	—	1179	26	287	7
Nagaland & Nicobar Islands	—	—	—	—	—	—	—	—	—	—	—	—
Nagaland	84	2	30	—	93	2	29	1	—	—	—	—
Nagaland	—	—	—	—	—	—	—	—	—	—	—	—
Nagaland	—	—	—	—	—	—	—	—	—	—	—	—
Nagaland	—	—	—	—	—	—	—	—	379	12	52	4
Nagaland	—	—	—	—	—	—	—	—	—	—	—	—
Nagaland	—	—	—	—	174	3	30	—	—	—	—	—
Nagaland	—	—	—	—	—	—	—	—	—	—	—	—
Nagaland	153	1	29	1	147	3	29	1	—	—	—	—
Nagaland	—	—	—	—	128	4	29	1	—	—	—	—
Total	5814	148	1022	30	17406	420	2478	112	8415	241	1486	44

TABLE III

Representation of women in selected services from 1985 to 1987

	Number of Personnel in position as on 1 January								
	1985			1986			1987		
	M	F	Total	M	F	Total	M	F	Total
Administration Service	3973	311	4284	4061	329	4390	4209	339	4548
Police Service	2325	18	2343	2349	18	2367	2418	21	2439
Foreign Service	485	50	535	483	51	534	480	53	533
Customs & Central Service	997	53	1050	1114	55	1169	1053	59	1112
Income Tax Service	2238	174	2412	2223	181	2404	2244	195	2439
Audit & Accounts Service	531	52	583	547	59	606	530	59	589
Postal Service	438	45	483	461	48	509	454	52	506
Economic Service	591	50	641	593	52	645	481	71	552
Statistical Service	543	22	565	548	29	577	645	32	677
Forest Service	1368	6	1374	1565	8	1573	1733	10	1743
Information Service	687	63	750	778	67	845	770	69	839
Secretariat Service	1004*	31*	1035*	1014	34	1048	976	34	1010
Total	15180	875 (5.45)	16055	15736	931 (5.58)	16667	15993	994 (5.83)	16987

* Figures in parenthesis represent percentage of females w.r.t. total in the respective year
 up to the year 1984

Women in India - A Statistical Profile

CHAPTER-VIII

MEDIA & COMMUNICATION

of communication are reflections of society which, in turn, are sustained through communication meted to women and girls of human communication. Existing attitudes and values in a particular society. Image in communication reinforces the dominant stereotype and girls are that of: (i) Less beings; (ii) Instruments for; and (iii) Key to commerce age of advertising. To role of existing 'undesirable' subject the reality of the lives would need an overhaul of existing communication well thought out National Policy on Women and Girls.

The path of development by half its population to utilize their potential. The success of all development programmes including education, small family nutrition etc; depends on involvement and participation. A resource development helping women and girls to acquire knowledge and skills to find equal involvement in nation's development activities. Formal education for human development is a long process. Thus, in India, it is critical to explore other forms of communication. Additional folk forms become imminent as market forces are at the expense of women's right to

equality. These claim legitimacy and distort old cultural traditions, religious practices and community rights. Thus it is critical for educating the masses and inculcating new values so as to give practical shape to the constitutional guarantee of equality of status and opportunity to both men and women.

3. Both, common experience and several systematic research studies, reveal that the mass media so far have not been effective instruments to inform and prepare society about women's new roles in national development. This is largely due to the very limited reach of mass media among women and girls, especially in rural areas. Even the limited exposure is mainly in the form of entertainment films or film-based programmes providing little opportunity for education about new values tasks or skills. Media content and production also leave much to be desired in terms of making educational programmes meaningful or attractive enough for the common men/women. In these circumstances, the expansion of media facilities, especially of electronic mass media like television, is both an opportunity and a risk in the case of women and girls. Used wisely on the basis of a well thought out communication policy for women and girls, mass media like the television can be a great instrument for social transformation towards women's greater participation and equality.

Situational Analysis

4. In India, media facilities have expanded enormously over the years since Independence (1947). In recent years, there is a definite policy shift in favour of adopting new communication technologies to accelerate the pace of development and change in the country. The country is on the threshold of a new

of which satellite video are major. The country is technologically advanced in satellite and television experiences of other countries. The country is changing in that many social aspects of the "Informa-

tion" and newspapers. Of 16 of which, 1,978 are published in 92 press circulation is nearly 93 per cent of newspapers, however, is circulation of over one million only 10 per cent of the

the most extensive radio signals cover the country. However, on an average 4 radio/transistor sets only this, of the total in the country, 80 per cent, leaving only about 525 million rural

in recent years has increased. In August 1987, there were nearly 70 per cent of the population. However, the television penetration is low. Further only 9 per cent is estimated to be in the country. The rate for TV sets is increasing annually in the country. The rapid expansion of the present 9 per cent in metropolitan cities and

towns. To reach the viewing population in villages and urban slums, community sets have been provided in villages and tribal areas. In 1987, the number of community TV sets was estimated to be about 22,250. Despite this, the viewing in rural areas continues to be very limited.

8. There are about a million videos in the country. The video has reached many a small town restaurant, long route buses and even remote villages in some areas, serving as a new status symbol and a source of ready entertainment, mainly films, for a very large number of people in the country. Although until now, video is largely used for entertainment, it has the great potential of being used for education as well.

9. Like the television and video, films also have a limited outreach. Although India is the largest producer of feature films, about 992 annually, the cinema houses in the country are limited, about 11,200 with approximately 11.5 lakh seats i.e., 7.4 seats per one thousand population. Most of the cinema houses are in metropolitan cities and large towns.

10. On the whole, the reach of mass media in India is rather limited especially in rural areas, among women and slum dwellers. This is mainly due to four mutually reinforcing factors. These are : (1) Low literacy (about 35 per cent); (2) Low purchasing power (about 40 per cent of the population lives below poverty line); (3) Poor means of transportation for timely delivery of newspapers, or maintenance of radio/TV sets; and (4) Lack of relevant information, if purposive communication is the aim of mass media.

11. Studies reveal that there is a noticeable association between backwardness or underprivileged condition and deprivation of com-

study of the rural beneficiaries of the Extension Programme, overwhelming majority of the mass media. The under-privileged radio.

terms, the mass distance to the masses, living below the poverty line, etc. Buying a luxury they cannot afford. Periodicals are out of reach to media and to be expected of the slum dwellers, the masses of the society. In mass media in India. However, it has and can be an agent of change. Media is a catalyst to new values, which they portray. Mass personal channels of communications make up a part of mass media.

Plan of Action for 1986 was clear about the need and provided sufficient media plans and actions linked mass media. It spelt out for a programme which stressed extension education, mass media, and innovative learning facilities. The Plan urged the need for education and health goals could come from everywhere. How-

ever, there were ambiguities within the Plan which must have been confusing for communicators. Among others, there were obscure references to "the needs and interests" of girls and women, without clarifying whether this meant existing felt needs of these submissive and inarticulate persons, or those to which they could aspire, for realizing which, they could demand attention. As a result, the years that followed saw a quantum increase in programming for women but not so clearly a qualitative progress. A welcome infusion of analytical programming only came in the mid-1980s, and that too only in some parts of the media.

14. Policy enunciations in the Sixth Five Year Plan (1980-85) were more precise. A separate chapter on women and development was incorporated in the Plan for the first time; significantly, it spoke out clearly the need to integrate objectives for women's development with broader national objectives; it called for re-examination of school curricula, school books, teacher training as part of the needed drive to build awareness and provide necessary knowledge to girls. It also urged the provision of home science education to both men and women so that the concept of "symmetrical families" could be fostered. In referring to the need for an improved data base regarding women, it also implied the need to invest in developing feedback mechanisms to monitor the worth of communication and education efforts. While the Sixth Plan pronouncements on women's development sustained the emphasis of the previous Plans on women's orientation for better child care and for family planning, the Plan strategy for rural development made special mention of the need to effectively involve the rural women—as a farmer and agrarian worker—if programmes for trans-

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ious programme elements (VI Plan, Chapter
18, pt 22). The Ministry of Information and
Broadcasting reports of the Plan period, by
and large, continued to list programmes for
women alongwith those for selected back-
ward sections of society.

17. The Seventh Five Year Plan (1985-90) reflect
even clearer thinking on what the real issues of
women's development are. From the Sixth
Plan focus on employment, economic inde-
pendence, education and health, the Seventh
Plan moves on to an essential intangible of
the desired change: "The long term objective
of the development programmes for women
would be to raise their economic and soical
status in order to bring them into the main-
stream of national development." And else-
where, "....The basic approach would be to
inculcate confidence among women and bring
about an awareness of their own potential"
This section goes on to list among key strate-
gies 'extensive utilization' of the various mass
media, and the adoption of an integrated
multi-disciplinary thrust encompassing
employment, education, health, nutrition,
application of science and technology, etc. as
well as the changing of educational pro-
grammes and schools curricula 'to eliminate
gender bias'. In the listing of major pro-
grammes that should involve and benefit
women, agriculture, livestock farming and
horticulture, rural and urban small-scale
industry and training in technologies related
to these are given high priority. While the
policy statement of intent on education is quite
liberal, the section on health once again
stresses mothers in connection with Plan
objectives for reduction of maternal and
infant mortality, although the appraisal of
women's health earlier in the chapter does
indeed state the challenge more comprehen-

entions about wage special needs of ds, as well as the of women workers chnologies relevant sses them. This is a munication.

apter on Commun- Broadcasting picks ed priorities refer to le's consciousness, ltural life and mak- citizens. It commits le of education and rmation gaps faced ps. It lists youth, ker sections' as key programming. The ing Ministry reports such programming.

en recognized by e largest oppressed oadly assessed, this limiting their capa- ventional roles of mother, and in the ve resources and free nation. Poor d and cultural barri- , and a low level of d using knowledge ntinue to inhibit, overcome these

dictated by centuries en absorbed, inter- by generations of t has not been dis-

lodged, even though women have themselves begun to question it. It prevails as the persist- ent image and self-image of most Indian women and girls today. It constrains them from equipping themselves for their own good as well as that of the community. It inhibits them from receiving and accepting knowledge that could lift them out of their present condi- tion. By the same token, it makes them recep- tive and responsive to communication that reinforces the image that our society has tradi- tionally encouraged them to accept.

21. Notwithstanding various directives, woman's image has gone through several unjust projections at the hands of the media. Thé passivity of female characters in film / tele- vision is a major cause for concern. Rarely is a woman shown as capable of solving her prob- lems, standing upto indignities or violence, facing challenges on her own, or taking deci- sions. The image of the educated woman is typecast as insensitive, self-centre, and uncar- ing. The economically independent woman is shown as domineering and ruthless. The woman is ideal only when she is in her nurtur- ing roles and as a supportive supplement to man. The portrayal of children in the media especially films and television is also very disparaging. Girls are always shown as cook- ing, and looking after the younger siblings and imitating the nurturing role of their mothers, whereas boys seek adventure, solve problems, and follow the role model of their fathers. Women specific programmes on radio and television perpetuate sex stereotypes and cater to women as housewives and mothers, rather than provide knowledge and skills for their role as economic contributors.

22. The print media has perpetuated the neglect of and damage to women. All maga-

have special columns pages devoted to them there are exclusive corner in almost all Indian daily, their fiction sections and women's roles as housewives and dependents. Atrocities from eve-teasing to wife beating are mentioned in neutral terms. The section on embroidery, cooking and other domestic skills.

Advertising world continues to use women's products, and to present women as the object. Advertising also continues to work as the sole responsibility for household equipment used only to women.

Given the tremendous spurt in the use of television and hoarding which are everywhere, and are crude reminders of the existing images and attitudes to women, to curb this, a Committee comprising of film workers and police officers. The Police Commissioner has been asked to remove vulgar hoardings and initiate self-censorship. The Government has passed this problem by enacting the *Representation of Women and Child* Bill under which, indecent representation of women is deemed an offence. A maximum imprisonment of 3 years. The Act recognises that the law is not readily enforceable or cannot serve as a constructive measure for protecting women's

right to communication

and media. The accent has to be placed on reviving supporting indigenous folk media. Particularly in respect of women, literature, art, theatre, music, dance, and folk forms like Harikatha, Burrakatha, Yakshagana have been effectively used by women's groups to communicate messages to the masses. Child marriage, wife beating, ill-treatment or abuse of women are condemned through these media forms and widow remarriage, right to property, and respect for the woman's dignity and person are upheld. Such innovative parallel media, especially in the regional languages, offer considerable potential to harness low cost communication strategies toward empowering women and project positive alternative images/roles and attitudes towards women.

26. It is the latter positive social and personal image of the Indian women and girls that should be the essential theme and focus of any worthwhile initiative to make communication and media policy and practice exert a more positive influence on what people think, know and believe, not merely for the sake of women, but to further national development objectives and benefit the nation as a whole. This perspective is in consonance with the new and progressive precepts of human resource development which India has adopted as a cornerstone of its development philosophy.

27. Such a communication policy would support and promote the mainstreaming and integration of women, and their conscious participation in national life at all levels rather than single them out as a weak, secondary and dependent group deserving help, but with only a few given functions to perform. It would have to be a courageous and clear-minded policy, capable of setting normative stand-

new images and ideas, and best examination and healthy men, women, youth, children, and institutions that constitute setting.

It must also link firmly and the policy directions being and for the proposed development the creative and performance forums being encouraged growth. If it does, then new communication and media use can women's own efforts to be possible and self-reliant outside the home setting. If it is able to bring about the that are now both necessary or will it have enough which provide the context through the various media society.

underlying premise for a perspective is that the Indian woman and girl are an egalitarian ideology the woman's role as

nurturer of the child. It could surely focus on the fact that she is one of the two parents, and that 'parenting' is the task of both. Far from advancing her role only as a homemaker in life, it would surely emphasize that she should be nurtured from childhood as a person capable of conscious choice and allowed to learn about responsible citizenship as well as responsible parenthood. It is implicit in such a policy that communication resulting from it would not be addressed to women only but to the society—and that a matching initiative would have to be made to remedy what is communicated for and about men and boys, who are equally the products of a defective social system.

30. What national policies must now propose is therefore, comprehensive and inclusive rather than exclusive. That would still require considerable affirmative and specific attention to the special needs of girls and women, without contradicting the fundamental point of equality in development and thus in motivation for development. Nor does it ignore the special challenges posed by culture, religion and the allocations of duties and activities to one or the other sex.

change the attitudes of men and girls and raise the status of the country, a social change is required and communication

als to undertake relevant studies and analysis including feedback about the new media inputs.

Expert Group on radio, television and print media, including film, is urged. This group should operationalize a policy for Women's media, framing up a framework of programmes projected of film and television. It should also examine the role of media in combating revivalism that denies women's equality. The group should consider the possibility of a voluntary code to regulate the use of women

policy for women's media, including monitoring and regulating the question of image portrayal in media. It is sensitive and its purpose, a committee consisting of representatives of women's workers, writers, media practitioners, and the media committee should be set up to keep the committee constant and contents of media. The committee should approach the media and individuals

8.4 A balance must be struck between the nation building and revenue earning potential of at least TV and Radio services. The proposal to inject 'Vividh Bharati' channels with public interest education and information packages must be pursued in a professional manner, with high quality content and entertainment value that will compete with the best commercial standards. It is recommended that serious consideration be given to scrupulous examination of the Chitrahaar and Chitramala programmes and their content must be firmly vetted.

8.5 Media personnel, including originators of information in all media forms including AIR, Doordarshan, Print Media etc. must be sensitized to women's issues particularly to the projection of positive images of women. More sensitized women need to be inducted for producing information programmes, films etc. in the national media. Positive role models of women as cultivators, producers, managers, etc. must be forcefully projected.

8.6 A scrutiny of all existing Censor Board rules regarding indecent representation of women in the media must be made and re-defined. Particular attention must be paid to the distinction between 'pornography' and 'obscenity'. Women could comprise at least half

of all Censor
media monitoring cells.
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8.10 Text books in use in the formal and non-formal education system and at other levels of education and training should be carefully assessed for removing negative images and references to women.

8.11 Research and analysis should be undertaken to assess the ways in which the various communication channels reach and affect women and girls.

8.12 The outreach of different media by age, sex and occupation should be assessed.

8.13 Reasons for the very low exposure of women to mass-media must be identified.

8.14 Reaction of the target group must be much more extensively researched and analysed. Feed-back, not only be about communication programmes and activities, feedback monitoring studies should accompany the transmission of communication programmes in all media channels. The competing or complementary influence of other social and commercial media should also be closely watched and assessed.

8.15 Feedback information should be actively encouraged in universities and other research institutions. Besides, it should be a compulsory component of the syllabi of mass communication and journalism training institutions.

8.16 Theatre writers and directors should be encouraged to evolve new trends and develop new plays, deriving ideas from the rich theatre heritage of the country. The staging of these should be linked to open ended audience discussion. Some experimental work has been done in this sphere which should be studied and appropriately encouraged to expand and diversify. This

project should be experimentally applied through the new programming activities flowing from the zonal cultural centre programmes of the Govt. of India.

8.17 There should be "Resource Centres" at the Centre and State levels for identification, collection, dissemination and documentation of material related to women's issues.

CHAPTER-IX
VOLUNTARY ACTION

on in India has always been of the cultural and social diversity of social services were voluntary agencies prior to independence. In the first few decades of independence in India. Traditionally, they undertook a wide variety of areas of social reform in the pre-independence period. Independence brought a new policy and commitment to strengthen voluntary agencies have currently taken on alternative roles depending on their location (rural/urban) and the needs of the people.

Voluntary agencies in India have not been considered as a direct and first hand experience of local needs, problems at the grassroots. Further, the zeal of the voluntary agencies is considered effective as it is different from bureaucratic systems and more close to people. The voluntary agencies are able to operate with greater flexibility on felt needs. They are also engaged in continually learning from experience in programme planning and evaluation etc.

One of the strengths of voluntary agencies is the fact that they are close to the people. They are able to identify the needs and aspirations of the people. Voluntary agencies often have more flexibility than the government in areas such as motivation and analysis, innovative methods of implementation and involvement of the community.

4. There are a number of lessons to be learned in such areas such as the demystification of technology; demphasizing formal educational qualification in favour of experience, capabilities, aptitude and ability to work with people; expansion of activities without adding on cumbersome bureaucracy; and reliance on community based and non-institutional approaches. The unique strength of the voluntary sector is its ability to pressurize the government without succumbing to it and losing its identity and lobbying on issues and ideas to make them acceptable to government and the people. The decentralized administration in the voluntary sector not only facilitates effective grassroots, delivery mechanisms but also ensures the participation of the beneficiaries in the programmes.

5. Voluntary agencies in India have evolved as a result of a historical process that has brought them to their present status and role in the country's development. In the 1950s, most of the organizations provided either relief work or were involved in institutionalized programmes such as schools, destitute homes, hospitals as well as welfare activities. In the 1960s, many of these organizations realized that families with a weak economic base would be unable to procure the benefits of institutional welfare and relief services. It led them to the conclusion that services should enable beneficiaries to be productive and self-reliant through income generating programmes. In the 1970s, many of the voluntary organizations began to feel that economic inputs alone could not overcome poverty and a critical roadblock to development was the unequal social structure. A new type of education geared to raising the consciousness of weaker sections on their situation and rights so that they become

development, and essential. Activist considerations, existence in the

women by voluntary importance for organizational participation in Many old establishments have undertaken welfare development country.

onwards there was newly established groups. A large these groups has cent atrocities and violence, dowry murder, ment and exploitation in distress have assistance in registration of cases, providing groups have identified, victimized, and awakened new consciousness among Recently many forums have emerged which have success awareness and have with the women, inputs from the strengthening the internal capacity economic, social, these activist groups intervention of the judiciary and of the

fourth estate, to project the rights of women and ameliorate their situations. At the same time, they have organized the women themselves for struggle.

8. Besides voluntary agencies and activist groups, there are many other functional groups such as Mahila Mandals, Youth Clubs, Nehru Yuvak Kendras, National Service Schemes, Cooperatives and other people's institutions that have effectively taken up the issues of women in development with varying degrees of success.

Government's Stance on Voluntary Action

9. The Planning Commission has recognized the role of voluntary action in accelerating the process of social and economic development in most of its plans, particularly so in the Sixth and Seventh Five Year Plans. Voluntary agencies at their best have played an important role in providing a basis for testing and devising innovative projects and new models and approaches in programme implementation and in ensuring feedback, as well as in securing the participation of women living below the poverty line. They have developed competence in many nontraditional areas and played a vital role in supplementing governmental efforts so as to offer the rural poor choices and alternatives. They have often served as the eyes and ears of the people at the village level. By adopting simple, innovative, flexible and inexpensive means to suit their limited resources, they have tried to reach a larger number of beneficiaries with minimal overheads and with greater community participation. In the process they have successfully demonstrated how village and indigenous resources, rural skills and local knowledge are grossly underutilized at present, in a cost-effective

ies have also managed to organize the poor to operate in them the quality services and at the local level functioned to train a cadre of people to believe in professional

interest of the government. The role of voluntary agencies of women is quite significant. The magnitude of the problem the government has to face is to assume the entire provision and development of voluntary programmes aimed at the current problems of the development of their productive participation rather than merely to them. A meaningful role of the voluntary sector is a goal and an essential attempt to intervene.

Voluntary Sector

have contributed to the success and impetus of government programmes during the last few years. A number of innovative programmes formulated and implemented based on the experience of successful by

the involvement of women in their development. In India suffer from

multifarious constraints such as a low level of literacy, lack of access to resources and obstacles caused by the cultural and social customs and traditions that are discriminatory of women. In a situation such as this, the role of voluntary agencies in creating awareness among women of their rights and mobilizing women as well as developing in them appropriate motivation and leadership to realize those rights cannot be minimized.

13. The process of creating an environment conducive to the progress of women is dependent on a multitude of socio-economic factors, starting with a political will to enforce the development of women as a priority. The long-term objectives of the Seventh Plan spell out that raising the economic and social status of women is a critical goal of national development. The basic approach suggested is to inculcate confidence among women and bring about an awareness of their own potential for development. Within this framework, gainful employment to women is accorded the highest priority as an effective strategy. Various ministries and departments have formulated programmes for the development of women with an emphasis on the involvement of voluntary agencies as delivery mechanisms. The role of voluntary agencies in the mobilization of women in particular is seen as a critical factor for the development strategies of the future.

14. A higher involvement of voluntary agencies is thus envisaged in the implementation of such government programmes as the Integrated Rural Development Program (IRDP), Training of Rural Youth in Self Employment (TRYSEM), Development of Women and Children in Rural Areas (DWCRA), Integrated Child Development

, and Adult Literacy
 their involvement in
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under precarious conditions and with no legal
 protection. The unorganized sector denies
 women all benefits of collective action.
 Dispersed and unorganized, they have no pol-
 itical power and no bargaining strength. As a
 result, it becomes much more difficult to
 implement protective labour laws relating to
 wages, conditions of work, insurance, provi-
 dent fund, maternity leave, and creches, etc.
 and also to channelize economic inputs such
 as credit, technical training and marketing. In
 such a situation, the need for collective action
 becomes critical, and is dependent upon the
 organization of women in the unorgainzed
 sector. Many spontaneous and organized
 struggles have been launched by some volun-
 tary organizations for the articulation of the
 needs of poor women, particularly the need to
 organize them for their integration into the
 mainstream. For instance, the whole issue of
 women in the unorganized sector has been
 debated and seriously addressed through the
 awareness generated by certain organizations
 in different parts of the country.

Uncovered Territory

17. The issue of gender disparity at work is
 yet to be voiced effectively in the organized
 voluntary action movement. Of the vast
 masses in the category of the working poor,
 the unskilled ranks contain a larger propor-
 tion of females. These women are much less
 organized for any kind of market leverage or
 wage bargaining and even when organised,
 less inclined to redress gender inequalities at
 work sites. There is the need to replicate the
 success stories of voluntary action in organiz-
 ing women in different parts of the country
 and to take up the issue of parity at work in a
 larger way.

18. The participation of women in dev-

round transformation of both men and women's cultural norms, form of education all to perpetuate a passion in social, economic. There is a need for men involvement in strategy based on this area, of women. It is serious about participation would for the challenge of women catalysts, pioneers for reach-participation.

Legal Aid

women have no rights and a very few legal redressal. It is that laws by themselves without the desirable men unless women rights. At the same time since most of the legal representation in legal costs and lack of access to the legal network of voluntary an effective role in legal education to various areas for the legal country should be the through voluntary organizations also have providing counselling, rehabilitation of women, in the absence of courts can effectively many such cases, to withdraw cases

under the dowry prohibition act and compromise with unjust situations due to lack of alternatives. This situation could be remedied if women could be assisted through counselling support, employment, training, and rehabilitation and development support by voluntary agencies.

20. The upsurge of interest in women's issues which characterized the decade, has left its mark on the legal scene. Voluntary organizations and activist groups are beginning to initiate action on various legal issues. It is felt that the Government should provide financial assistance to women's organisations for setting up legal aid cells. Evidently, there is a need for many more voluntary agencies to take up the issues of women and provide necessary legal aid to women.

Environment

21. It is well recognized that the management of the environment requires the participation of people as they are closest to it and have a stake in its preservation. Active involvement of women and their organizations in environment protection is of paramount significance since women are most affected by the issue. There is a serious threat to the environment due to its degradation and pollution arising from various factors such as policies of Government as well as the private sector, unplanned discharge of residual and waste, handling of toxic chemicals, indiscriminate construction of dams, large scale deforestation, expansion of settlements and unplanned mining and quarrying work. Such conditions have pushed great numbers of women into marginal environment where floods, droughts, shortage of fuel, and excessive utilization of grazing land have deprived women of their livelihood.

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tary agencies are

involved in commendable work in the demys-
tification of appropriate technology for the
advancement of rural women. The pro-
grammes implemented by voluntary agencies
in this area include, providing opportunities
for gainful employment and self-employment
for women, reducing the drudgery in their
lives, ensuring adequate medical and nutri-
tional facilities, improving sanitation and
environmental conditions and protecting
women from occupational hazards. How-
ever, there is a need for further voluntary
action in this direction that can develop and
disseminate appropriate technology for
women. Since the technological marginaliza-
tion of female work is endemic in both the
agricultural and the non-agricultural infor-
mal sector, voluntary agencies should be
involved in over-coming gender differentials
in the application and generation of technol-
ogy. There is a need to actively deploy tech-
nology to reduce the drudgery of the poorest
working women in back breaking tasks such
as gathering of fuel, fodder and water.

25. Training constitutes another impor-
tant input, particularly for upgradation of
skill and augmentation of earning capacities
of women. There is a strong need for a diversi-
fication of training undertaking by voluntary
organizations. Their role should be particu-
larly geared to the sensitization of adminis-
trators, functionaries and catalysts on the
issues and needs of women in development
and in the delivery of comprehensive training
programmes that have a component of
knowledge, attitudes and skills for women's
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9.3 Voluntary action should be directed particularly towards preventive rather than purely curative measures. Efforts of voluntary agencies should also be geared towards generating self-reliance rather than to create dependencies. To improve their capabilities in planning and implementation of programmes, voluntary agencies are in need of expertise and technical guidance as much as financial assistance. Unfortunately, in the existing system of grants-in-aid, financial assistance to them assumes over-riding importance vis-a-vis other forms of assistance such as technical guidance in the area of programme planning, project formulation, financial planning, administration, monitoring and evaluation. The proposed Resource Centre at the national level could also facilitate in the training needs of functionaries and in providing necessary managerial and technical assistance to voluntary agencies.

9.4 The process of grant-seeking and receiving is considered by a number of voluntary agencies as a frustrating experience. There is an urgent need to review the working of the grants-in-aid system. Wherever needed, modifications should be introduced to ensure that rules are simplified, grants released on time and the amount provided is commensurate and proportionate to the needs of a particular programme. While a system of accountability for Government funds is unavoidable, it need not be painful. Further, it should be ensured that financial assistance from the Government does not seriously affect the basic character of voluntarism, its flexibility and innovativeness.

of programmes implemented through voluntary agencies imparting skills to improve women as house-wives and to improve their earning capacity. Voluntary agencies have, tended to ignore the participative potential of the development process as well as the need for such efforts that will create awareness of women and their participation as equal citizens in development. Further, voluntary agencies have played a surveillance role and have not analysed the extent to which the actions implemented for their benefit have benefitted them. They have been more of a pressure group than a service group for women.

There is no proper mechanism for coordination among different voluntary agencies for the development of women. A mechanism for coordination between government and the voluntary sector must be ensured. CAPART is appropriately situated to ensure effective coordination among various programmes and voluntary organizations. To play this role effectively, CAPART must have better representation of voluntary organizations in CAPART. CAPART must be able to act as pressure groups. There must be a continuous flow of information from government to voluntary agencies through such mechanism for information.

It is desirable in the rural areas to have voluntary activities through women's groups. The literacy level should be

organized or revived and encouraged to register and function as women's institutions for undertaking socio-economic programmes. These institutions should be effectively linked with the various development and service agencies, offering training facilities for income generations as well as enhanced awareness among women. This linkage will enable women to absorb institutional finance for the development of viable economic activities. Particular attention will need to be given to the training of the mahila mandal functionaries and women's group organizers and provide them an orientation to development perspective rather than purely welfare approaches.

9.8 The CSWB which has been the coordinating agency for voluntary action for women and children, must respond to the new thrust of Government policy meant for women and recast its own programmes.

9.9 Greater coordination and cooperation among NGOs is called for to avoid duplication of services. Greater funding for net working among N.G.O's must be provided. This will ensure more efficient utilization of funds and greater coverage of programmes. Government support to voluntary agencies for providing assistance to women in distress, including the running of crisis centres and short stay homes must be expanded. Para legal training must be an integral part of such efforts.

9.10 Voluntary agencies must be increasingly involved in the provision of employment and supportive services for women.

9.11 The National Literacy Mission must involve women's organisations in a big way.

9.12. The voluntary sector should in

be involved to act as a catalyst, intermediate in organising women for collective action.

There is the need to document the successes of major N.G.O's in India and learn from their success and failures. Further, it is necessary to analyse the cost-benefit of N.G.O. projects versus governmental projects i.e. both economic and social costs. It would also be necessary to total the overall number of women benefited by N.G.O's in India. The areas of activity and fields of success would also highlight strengths and limitations.

In order to ensure that the security and integrity of the nation are preserved, there is a need to adopt suitable policies to ensure that voluntary agencies abide by the law, ensuring the receipt and utilisation of grants and submit audited accounts, and reports periodically.

9.15 Identity cards should be issued to workers of voluntary agencies who are dealing with cases of atrocities against women, as is already being done in some districts.

9.16 In order to have sufficient infrastructure and facilities, there is a need to mobilize more resources for voluntary agencies who are engaged in welfare and development of women.

9.17 There is a need to decentralise the planning process to stimulate local people's participation in planning, implementation, monitoring and evaluation of development projects. A suitable mechanism should be evolved to involve voluntary agencies and other people's institutions at various stages of developmental programmes, projects. Voluntary agencies should further ensure the participation of poor women in the development process.

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mentation of these new policy directives
would be a women's unit in the Planning
Commission, to redefine categories of data
collection for women, modify existing termi-
nology and identify gaps in data collection
relating to women and to give direction to
plans and programmes for women's develop-
ment. It is also essential to analyse the impact of
the different macro policies on women while
planning new endeavours.

4. Financial and fiscal resources should be
apportioned and preferential allocations for
women's employment in mainstream pro-
grammes and projects should be made. This
would imply the rationalization of resource
allocation within mainstream programmes so
as to benefit women, rather than only seeking
separate allocations for women. Critical
emphasis must be placed on rate of investment
in women preferred industries and occupations.

5. At the state level, the Departments/Di-
rectorates of Women's Development should
be initiated. Currently, there is no separate
department for women in many States. Social
welfare, handicapped, Scheduled Castes and
tribes are subjects that are bracketed together
with the development of women at the State
level. This new department could also be the
State level implementation body for the pro-
grammes/policies of the Department of
Women and Child Development of the
Government of India.

6. In terms of programme implementation,
the two major implementing bodies envis-
aged, are the Social Welfare Boards and the
Women's Development Corporations. There

lization of service provision to bodies. The State Social Welfare Boards could eventually be implementing welfare supplies for women (homes for working women's hostels, centres for legal aid and para-medical courses etc.); Government Corporations would be implementing of eco-programmes through non-governmental agencies/departments, concentrating on technical, marketing, design developing out to women at the village level.

be entitled to a package block level created by the agencies such as Development Children in Rural Areas and Child Development Adult Education, Health at roots administrative level could have a coordination of these programmes for the development of or will also be responsible for planning of their implementation for effective planning decentralization of and implementation of programmes for women is suggested of finance at district level. District coordinators would facilitate over finance would National Commission on Women in the recommended the coordination officers

to be responsible for planning, monitoring, coordination and evaluation of the programmes affecting women. Rationalization of functionaries at the block and village level to ensure coordination of programmes affecting women at the grass roots level also needs to be undertaken.

8 There are today sufficient number of programmes in the Government of India as well as innovative programmes in many States and sectors. What is needed is not merely larger resource allocation but technical inputs for greater effectiveness of these programmes, to guarantee better resource utilization. Emphasis has to be placed on more effective planning monitoring and evaluation of existing programmes through a result oriented mechanism operating at different levels.

9. Recognizing that a critical input for women's development would be a new thrust to training and wider dissemination of information backed by research data and documentation, it is proposed to set up a National Resource Centre for Women. This resource centre would translate national developmental needs of women into a systematic grid of programmes and schemes for training at different levels in skills knowledge attitudes. The centre would identify and if necessary, strengthen existing governmental and non-governmental agencies including women's universities, women's centres and colleges through which the training, research/dissemination could be carried out. The National Commission on Self-Employed Women and Woman in Informal Sector has also recommended the need for a National Institute to cater to women's training as well as formulate guidelines and help the other constituent

personal and
your training

sensitization of the
at all levels in the
States, as well as
ies (both Govern-
e issues of women
al. Three levels of
i.e. at the policy
district or interme-
k and village level.
es and their orien-
must also be in the
en should be per-
participants, not
dynamic role of
the national econ-
l citizens must be
into programmes
l Resource Centre
vamping the exist-
and monitoring of

ould be created in
a and Child Devel-

opment for the enforcement of law for
women. The officer in charge may be desig-
nated Commissioner for Women's Rights
and must liaise with the various Special Cells
for women created by the police, the CBI as
well as with the Departments of Public Griev-
ances at Centre and State levels as also the
Women's Cell in the Home Ministry. This
division will be concerned with the enforce-
ment of law to ensure women's rights, to facil-
itate action oriented research in fields such as
discrimination against women, protection at
work etc

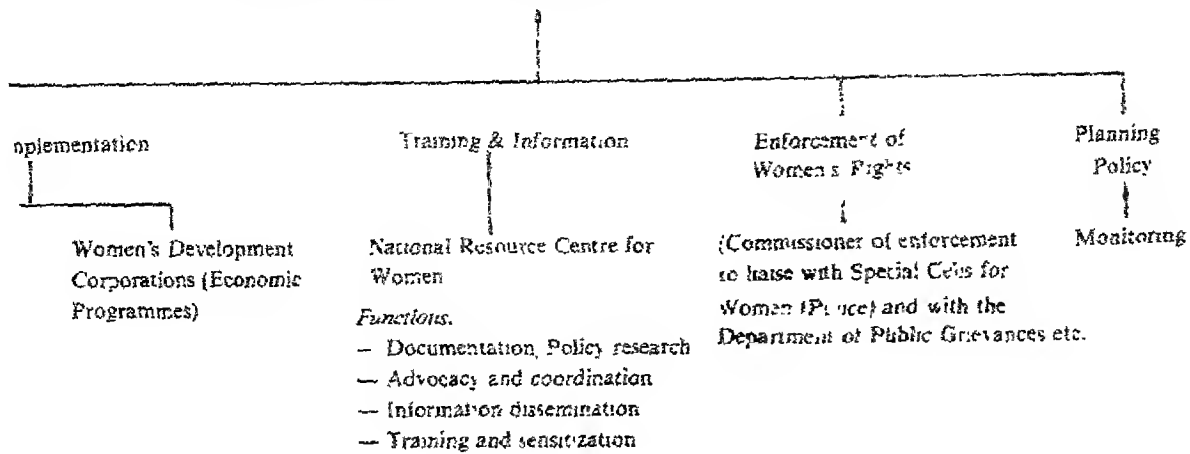
12. This Plan recommends that the
Census in future must take into account
women's unpaid work in the household and
outside as well as the value added in perform-
ing her many survival tasks for the family. A
greater conceptual clarity has to emerge on
'work' and 'non-work' as well as a distinction
between work that produces economic value
and other activities that are consumption
oriented. Data relating to women, especially
in the unorganized sector should be reflected
in the data of the National Sample Survey
and the Central Statistical Organization.

ANNEXURE

Committee on Women
 National Coordination & Monitoring (Department of Women & Child Development)
 Mainline Ministries
 Departments for Women
 Employment Committees for women
 Coordinator for Women's Programmes

DEPARTMENT OF WOMEN & CHILD DEVELOPMENT

(Policy, Planning Programme, Training, Information Monitoring at the national level)



ANNEXURES

AND RELATED DOCUMENTS

Introduction

Indian women have been guided by the Constitution. The Preamble to the Constitution of citizens: Justice, social, economic and political; Liberty of thought, expression, belief, faith and opportunity; and to promote among them all Fraternity assuring the dignity of the nation". To attain these national objectives, the Constitution guarantees certain fundamental freedom of speech, protection of life, personal liberty and the prohibition of discrimination

aries of these rights in the same manner as Indian men. For instance, Article 14 ensures 15 'prohibits any discrimination'. There is only one specific provision in Article 15(3), e 'any special provision for women and children'. This is in violation of the fundamental among citizens, inter alia of sex. Consequently, this provision has enabled the State to n, particularly in the field of labour legislation like the Factories Act, the Mines Act and

ity of opportunity for all citizens in matters relating to employment or appointment to Article 16(2) forbids discrimination "in respect of any employment of office under the religion, race, caste, sex, descent, place of birth residence or any one of them".

Constitution, the Directive Principles of State Policy embody the major policy goals of a chapter on Fundamental Rights they concretize, the constitutional vision of a new Indian h the state is charged with "a duty....to apply these principles in making laws" and are e of the country" (Article 37) these Principles are declared as non-justiciable. They were because it was felt that their fulfilment would require a time-dimension of a few decades. embodied in the Fundamental Rights chapter needed immediate implementation. In the his was not possible save at the cost of the viability of the state.

inciples are a vital part of Indian Constitutional Law. Like the Preamble, they reflect high y. They are meant to be used by all agencies of the State as guidelines to action as major em as a body of values and standards relevant to the act of judicial choice-making. But the wer or legislative competence, rise to a cause of action for which remedy is available in a eate remedies. At the same time, they cannot be amended, save through the prescribed

es are "women-specific". Others concern women indirectly or by necessary implication omen directly and have a special bearing on their status include: Article 39 (a) the right to for men and women equally. Article 39 (d) equal pay for equal work for both men and of the health and strength of workers—men, women and children from abuse and entry age and strength; and Article 42—just and humane conditions of work and maternity

e omnibus provision of Article 38 which in brief directs the state to secure a just social, ured to promote the welfare of the people; Article 39(b) (c) and (f) for the distribution of al resources of the community for the common good, prevention of concentration of to the common detriment, and protection of childhood and youth against exploitation, ment; Article 40 -organization of village panchayats to promote self-government; Article d public assistance in cases of unemployment, oldage, sickness, disablement and other le 43 - provision of work, a living wage, conditions of work ensuring a decent standard of of social and cultural opportunities, and the promotion of cottage industries; Article 44 -

Article 45 and compulsory education for all children up to the age of 14 and Article 47 raising the standard of living of the people and improvement of public health.

resolution of the Ministry of Education and Social Welfare, the Committee on the Status of Women constituted at the instance of the U.N. General Assembly. The presentation of the report of the CSWI "liv" coincided with the celebration of 1975 as International Women's Year. To operationalize the CSWI a *Blueprint of Action Points and National Plan of Action for Women, 1976* was prepared by the Department of Social Welfare, Government of India. This in turn led to the presentation of the *Working Group on Employment for Women, 1978* as well as the *Report of the working group on Level Organizations of Rural Women 1978*. It also formed a part of the Sixth Five Year Plan. These reports resulted in a separate chapter on *Women and Development 1980-85* in the Sixth Five Year Plan, in women being perceived as productive contributors to the nation's economy.

Agreement signed between the then Ministry of Agriculture and Irrigation, Government of India and the United Nations Organization (UN), a *Report of the National Committee on Role and Participation of Women in Development 1980* was submitted. The *Report of the Working Group on Personnel Policies for Development of Women in Science and Technology - 1981* reviewed the extent of participation of women in science and suggested measures for promoting greater involvement of women in science and

the Sixth Five Year Plan, the Chapter on *Socio-Economic Programmes for Women-1985-90* moved further away from a more positive "developmental" approach to women's concerns. More recently, the Indian *National Policy on Education-1986* which included a chapter on Education for Women's Equality.

India launched the Twenty Point Programme in 1975, pinpointing areas of special thrust which would yield visible results. The programme has been subsequently recast and redefined in 1982 and then in the *Twenty Point Programme, 1986* is reproduced in full.

The *National Expert Committee on Women Prisoners (1987)* identifies the gaps and drawbacks in the policies for women offenders and recommends a more humane policy for them. The *National Commission on Women and Women in the Informal Sector* was appointed in Jan. 1987 to look into the sufferings of the unprotected labouring women. In its report *Shramshakti* submitted in 1988, it has outlined many comprehensive policy recommendations towards this end.

1975 was declared as International Women's Year by the United Nations. As a result of the World Conference on Women, the *Declaration of Mexico Plans of Action-1975* was adopted. The purpose was to promote the equality of women and their contribution to national development and international peace. It stipulated 14 minimum objectives to be met before the midterm appraisal in 1980. In 1979, the General Assembly adopted the *Convention on the Elimination of All Forms of Discrimination Against Women*. India is not a signatory of this convention.

The *World Plan of Action for the Second Half of the United Nations Decade for Women: Equality, Development and Peace* was adopted by the World Conference of the International Women's Year in July 1980. The Ministry of Social Welfare prepared a paper *India-A Status Report on Progress in attaining the minimum objectives*. The paper also highlighted the constraints and the need for greater participation of women in development.

The Economic and Social Commission for Asia and the Pacific held a preparatory meeting for the World Conference at the Ministerial level in March 1984. The deliberations of the meeting resulted in the *Governmental Preparatory meeting for the World Conference to Review and Appraise the Progress in attaining the minimum objectives*. The *Agenda for the Decade for Women: Equality, Development and Peace-1984*.

The preparatory conference took place in April 1985 of the Non-Aligned and other Developing

The intention was to approach the World Conference on Women with full knowledge of their achievements, as well as to evolve a strategy to tackle the problems confronting the world. The recommendations were to *New Delhi Document on Women in Development - 1985*

At the end of the United Nations Decade for Women, the World Conference was held in Kenya in 1985. The conference adopted *Forward Looking Strategies for the Advancement of Women-1985* to serve as guidelines for a new world order based on equality, development and peace. For the closing conference of the Women's Decade, the Government of India and Women's Welfare prepared *Women in India: Country Paper 1985*. This status paper assessed the Decade on the development of women, the constraints that exist and strategies for the advancement of

of regional cooperation, the decision was taken to hold the first summit of the Heads of State or Government of an Association for Regional Cooperation in 1985. The first Ministerial meeting on Women in Development was held in Shillong in 1986 at the invitation of the Government of India. It resulted in publishing the *Women in Report of SAARC Ministerial Meeting 1986*.

In the following sections, the highlighted documents have been included in the order cited. Most of the documents have been included in full. For others only relevant chapters from the main document have been inserted.

Towards Equality: Report of the Committee on the Status of Women in India. December 1974. Government of India, Ministry of Education and Social Welfare, Department of Social Welfare, New Delhi.

on the Status of Women in India
 led by the Government of India in
 changes that had taken place in the
 result of the constitutional, legal and
 as adopted since independence. (ii)
 of the complex processes of social
 tions of Indian women, and (iii) to
 would enable women to play their

full and proper role in building up the nation

The Committee set up six Task Forces and two Study Groups to examine the changes in the field of social life, law, economic participation, educational development, political status, and women's welfare and development. The summary of recommendations of the CSWI was as follows

SUMMARY OF RECOMMENDATIONS

-Cultural Setting of Women's

ilities and constraints on women.
 ltural institutions, indicates that
 e still very far from enjoying the
 uaranteed to them by the Con-
 yet succeeded in framing the
 ions to enable women to fulfill
 y are expected to play in India
 l, the increasing incidence of
 ate a further lowering of the
 o indicate a process of regres-
 ns developed during the Free-
 een perturbed by the finding
 eriodicals in the regional lan-
 women and their problems,
 during the Freedom Move-
 in the last two decades. The
 mitigate the problems of
 ave remained unknown to a
 ountry, who are as ignorant
 they were before independ-

social attitudes and institu-
 very rapidly. It is, however,
 ocess of change by deliber-
 onability for this accelera-
 State and the community,
 community which believes
 therefore, urge that com-
 dy women's organisations
 n and strengthen social

efforts against oppressive institutions like polygamy, dowry, ostentatious expenditure on wedding and child marriage, and mount a campaign for the dissemination of information about the legal rights of women to increase their awareness. This is a joint responsibility which has to be shared by community organisations, legislators who have helped to frame these laws and the Government which is responsible for implementing them (3.36).

Chapter IV-Women and the Law

2. Eradication of Polygamy in Muslim Law:

Full equality of sexes can hardly be possible in a legal system which permits polygamy and a social system which tolerates it (4.13). The only personal law, which has remained impervious to the changing trend from polygamy to monogamy is Muslim Law (4.14.).

The solution of standard contracts fails to provide a substantive relief to the first wife with children. As the second marriage is not invalidated, the position of the husband is not prejudicially affected but for the financial implications arising out of the step. The deterrence of the criminal sanction when a person intends to contract a second marriage is absent. Further, it is ineffective in cases of fake conversions to Islam from other religions, to circumvent the prohibition against bigamy. The remedy is out of step with the position in the other personal laws in India and should be rejected (4.20).

While the desirability of reform in Muslim Law is generally acknowledged, the Government has taken no

ing the law for over two decades on the
tion in the Muslim community did
This view cannot be reconciled with
ality and social justice. We are of the
the interest of Muslim women is a
The right of equality, like the right
individual right (4.26).

n view that there can be no com-
olicy of monogamy being the rule
India. Any compromise in this
late the existing inequalities in the

ovision Against Bigamy under
t:

right to initiate prosecution for
ded to persons other than girl's
sion of the Court to prevent the
ion of a most salutary provision
ly lays down the social policy of

the words 'solemnized' should
'goes through a form of mar-
ion should be added to section
Act that an omission to per-
eremonies by parties shall not
he offence of bigamy was not
ny of marriage gives rise to a
band and wife (4.39).

t provision be introduced in
riage Act to the effect that
adu Marriage Act shall pre-
n injunction against a pro-
nder the Act or under the
ef Act, 1963.

revalent in Former French

of such diverse laws (per-
ry to our social policy, in
fied. We recommend the
laws by the Hindu Mar-

ige in case of a female is

below the age of discretion she cannot be expected to form
an intelligent opinion about her partner in life. The policy
of law which permits the marriage of a girl before she is
physically and mentally mature is open to serious ques-
tion. Child marriage is one of the significant factors lead-
ing to the high incidence of suicide among young married
women in India. Therefore, increasing the marriage age of
girls to eighteen years is desirable (4.61).

(b) An anachronism in Muslim Law governs some sects
After puberty, a Muslim male in all sects and a Muslim
female belonging to the Hanafi and Ithana Ashari sects
can marry without a guardian. But a Malik, Shafi or
Daudhi or Sulayamani Bohra virgin cannot marry with-
out a guardian and her only remedy is to change over to
the Hanafi School and marry according to its tenets
(4.62).

In our opinion a change in the law to remove the
existing disability in these sub-schools, to bring them in
conformity with the Hanafi law is necessary (4.63).

(c) There are large scale violations of the Child Mar-
riage Restraint Act, particularly in the rural areas. The
State of Gujarat has made it a cognizable offence with
provisions for appointment of a Child Marriage Preven-
tion Officer.

We recommend that all offences under the Child Mar-
riage Restraint Act should be made cognizable, and
special officers appointed to enforce the law (4.65).

(d) The right to repudiate a child marriage by a girl on
attaining majority is provided under Muslim Law if the
following facts are established:—

- (i) that she was given in marriage by her father or
other guardian before she attained the age of 15;
- (ii) that she repudiated the marriage before she
attained the age of 18;
- (iii) that the marriage was not consummated (4.67).

In our view the right to repudiate the marriage
on attaining majority should be made available to girls in
all communities whether the marriage was consummated
or not (4.68).

(e) The Parsee Marriage and Divorce Act provides that
"no suit shall be brought in any court to enforce any
marriage between Parsees or any contract connected with
or arising out of any such marriage, if, at the date of the
institution of the suit the husband shall not have com-

years or the wife shall not have 14 years."

legislation prohibiting courts from respect of a marriage solemnized in circumstances prescribed by law, unless completed the age of 18 years (4.69).

Marriages :

tion of marriages as recommended effective check on child and bigamous marriage, reliable proof of marriages and inheritance rights of children

registration should be made compulsory (4.73).

The Act 1961 has signally failed to check the persistent growth of this evil. Till now no cases reported under the Act show any evidence of social conscience in the country today (4.77). The Act is indifferent to the evil and to its perpetuation. Stringent enforcement and purpose of the Act may bring the evil to a better end.

A significant step could be taken by amending the taking and giving of dowry. Government Servants' Conduct Rules should be amended earlier to prevent bigamous marriages. Giving of dowry should be simplified.

The offence non-cognizable. We recommend that the offence should be made cognizable.

Provisions in the existing legislation in the name of gifts and dowry made to the bridegroom or bride which can be so used for dowry liability should be made.

The Dowry tends to pervert the law suit. To curb the evil of dowry on the lines of the

West Pakistan Dowry (Prohibition of Display) Act 1967 which penalised display of gifts made at the time or immediately before or after marriage (4.82).

(e) An evaluation of the impact of the amended Dowry Prohibition Act should be made after 5 years. The next step should be to set a ceiling even on the gifts that may be made to the bride (4.83).

8. Improvement of Laws of Divorce:

The concept of 'union for life' or the sacramental nature of marriage which renders the marriage indissoluble has gradually been eroded and through legislation the right on divorce has been introduced in all legal systems in India, but the same variations and unequal treatment of sexes characterises this branch of law also (4.84).

We recommend the following changes:

Hindu Law: (a) difference in the place of work should not be regarded as a ground for a case of desertion or restitution of conjugal rights (4.94).

(b) cruelty and desertion should be added as grounds for divorce in the Hindu Marriage Act so that persons are not compelled to follow the perent circuitous route and undergo the expense of going to court twice (4.95).

Muslim Law: (c) We recommend that the right of the wife to divorce on the failure of the husband to maintain her, irrespective of her conduct which may be the main or contributory cause, should be clearly spelt out (4.100).

(d) We recommend immediate legislation to eliminate the unilateral right of divorce, and to introduce parity of rights for both partners regarding grounds for seeking dissolution of a marriage (4.103).

Christian Law: (e) We regret that the reforms in Christian Marriage laws as recommended by the Law Commission and incorporated in the Christian Marriage Matrimonial Causes Bill 1960 have not yet been enacted and recommend that no

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omment the r form and codifi-
on the Jewish law be undertaken
e principle of monogamy as well
normal grounds for divorce as
ed in the Special Marriage Act
pted for this community also

conversion should not be a
ce as it offers an easy way of
onial obligations (4.111).

at mutual consent as a ground
l be recognised in all the per-
t two adults whose marriage
en down can get it dissolved
).

the Parsee Marriage and
enables the wife to obtain a
rand has compelled her to
be included in all other per-

e. we recommend parity of
unds for divorce for both
114).

re right of adoption should
and wife, with the consent
.125).

aken by the Government
orm and secular law of
n of Children Bill, 1972,
rly enactment of the Bill
n of adoption, equally to
ommunities, and will be
m secular law (4.129).

person and property of
d and should vest in the

rdianship should be
he point of view of the
: prior right of either

ot have guardianship
hld.

(d) that wha e er he decision taken earlier the
ch d's choice of g ard an should be obtained
when the child reaches the age of 12 (4.143)

(e) We support the recommendations of the U.N
Commission on the Status of Women as
follows:

(i) Women shall have equal right and duties with
men in respect to guardianship of their minor
children and the exercise of parental authority
over them, including care, custody, education
and maintenance,

(ii) Both spouses shall have equal rights and duties
with regard to the administration of the property
of their minor children, with the legal limitations
necessary to ensure as far as possible that it is
administered in the interest of the children,

(iii) The interest of the children shall be the para-
mount consideration in proceedings custody of
children in the event of divorce, annulment of
marriages or judicial separation;

(iv) No discrimination shall be made between men
and women with regard to decisions regarding
custody of children and guardianship or other
parental rights in the event of divorce, annul-
ment of marriage or judicial separation (4.144).

11. Maintenance:

The provision for maintenance in the Criminal Proce-
dure Code continues to reflect the old attitude to women.
With some modifications like extending the rights to
demand maintenance to indigent parents and to divorced
wives, the obligation to maintain continues to be that of
the man. There are today women economically independ-
ent who cannot only look after themselves but also their
husband and children (4.147).

(a) As we believe in the equal status of husband and
wife, and of son and daughter, we recommend
amendment of the law of maintenance to pro-
vide for the obligation of the economically inde-
pendent women

(i) to maintain her dependent husband,

(ii) to share with him the duty to maintain their
children;

(iii) to share with her brothers the duty to maintain
their indigent parents (4.148).

(b) The underlying principle for the inclusion of the

tenance in the Criminal Procedure prevent starvation and vagrancy. (Rs. 500/- on the total amount of for all dependent persons seems 148).

ght of maintenance to divorced been introduced to deny maintenance to wives who have received a sum of customary or personal law. This Muslim women defeats the purpose of a speedy remedy to indigent

and that the ceiling placed on the maintenance should be extended to include divorced wife be women without any exception

law the wife's right to maintenance as long as she remains a wife. If she loses her right and is only entitled to maintenance for 3 months. This has led to discrimination between the Muslim women. We recommend the abolition of discrimination and extension of maintenance to divorced wives (4.155).

to relieve the hardship caused by denial of maintenance, and to ensure certainty we recommend that all maintenance should be deducted at the source if possible. In the case of income tax it is possible to deduct at the time of a business man or a woman, the arrears of maintenance recovered as 'arrears of land revenue' (4.159).

in the case of execution of the maintenance to adopt the same procedure as in the case of fines under the Criminal Code (4.160).

the law does not confer no restrictions on a husband who will away his property. We recommend that a Muslim widow to a Hindu widow to be maintained under this law. There is a restriction on the right of

testation similar to that prevailing under Muslim law to prevent a widow from being left completely destitute (4.165).

(b) A characteristic feature of the Travancore and Cochin Christian Succession Laws is the discrimination against women (4.167). We recommend that immediate legislative measures be taken to bring Christian women of Kerala under the Indian Succession Act as a first step to unify the law (4.173).

(c) According to the law prevailing in Goa, the widow is relegated to the fourth position and is entitled to only the fruits and agricultural commodities. This needs to be remedied immediately (4.177). Similar anomalies prevail in the succession laws governing Christians of Pondicherry which relegate a woman to an inferior position and do not regard her as full owner even in the few cases where she can inherit property (4.178). We recommend the extension of the Indian Succession Act to Goa and Pondicherry (4.178).

(d) The one major factor which helps to continue the inequality between sons and daughters under Hindu law is the retention of the Mitakshara co-parcenary, the membership of which is confined only to male members. A number of decisions and legislation in the 20th century have made inroads in the concept of the co-parcenary, but the suggestion regarding its abolition received opposition at the time of Hindu Law reform. The compromise arrived at provides limited inheritance rights to the nearest class I female heirs of a co-parcenary but perpetuates unequal treatment between brother and sister. The right of a co-parcener to renounce his share in the co-parcenary deprives the female heirs of any share. Secondly, the right to transform self-acquired into joint family property is frequently used to reduce the share of a female heir (4.189-4.193).

We recommend the abolition of the right by birth and the conversion of the Mitakshara co-parcenary into Dayabhaga (4.194).

(e) Section 4(2) of the Hindu Succession Act, excludes the devolution of tenancy rights under State laws from the scope of the Act. This has led to the elimination of the beneficial effects of the Hindu Succession Act under the land legislation in many States (4.195-200). In order to achieve the social equality of women as also in the interests of uniformity, we recommend the abolition of the exception provided in section 4(2) of the Hindu Succession Act relating to devolution of tenancies (4.201).

Access to an Act relating to the dwelling house has also been denied between unmarried persons. The main object of the Act is to assert the primacy of the family over the right of an individual and to ensure partition which is against the interests of the family. But nothing justifies the discrimination between married and other persons. We recommend the removal of the discrimination between married and unmarried persons in relation to a dwelling house (Sec. 4.222—4.225).

Discrimination often results in the denial of rights of inheritance. The right of testation should be guaranteed by the Succession Act, so as not to discriminate (4.207).

Under Muslim Law to give the daughter along with the son (4.218).

to govern the right of inheritance in different communities; some communities require principles like equal rights of inheritance on the right of inheritance are not left completely (4.219).

RECOMMENDATIONS

The socio-economic situation of the wife is not recognised. A large number of women make an effort to earn a livelihood even when they do not do so in running the house, and in other activities, thus freeing the husband to accept in law either the wife or women who do not have to give up employment and time in family obligations on their husbands. In relation to immovable property jointly owned by the husband and wife out of his earnings. The law is based on the basis of financial discrimination against women. In relation to women without any earn-

ings or savings of their own are deprived of all property which they acquire jointly. Even property received by them at the time of marriage from the husband or his family is denied to the women in some communities. The fear of financial and social insecurity prevents them from resorting to separation or divorce even when the marriages are unhappy. It is necessary to give legal recognition to the economic value of the contribution made by the wife through house work for purposes of determining ownership of matrimonial property, instead of continuing the archaic test of actual financial contribution (4.222—4.225).

We, therefore recommend that on divorce or separation the wife should be entitled to at least 1/3 of the assets acquired at the time of and during the marriage (4.226).

14. Family Courts: The statutory law in all matrimonial matters follows the adversary principle for giving relief. The petitioner seeking relief alleges certain facts and the respondent refutes them. In addition, most of the grounds in these statutes are based on the 'fault principle' instead of the breakdown theory. As a result, strong advocacy rather than family welfare is often the determining factor in these cases. The absence of distinction between matrimonial causes and other civil suits leads to unusual delay which stands in the way of conciliation and further embitters the relationship of the parties. Conciliation, which needs to be the main consideration in all family matters is not the guiding principle in the statutes dealing with them (4.227—4.228).

We strongly recommend the abandonment of the established adversary system for settlement of family problems, and establishment of Family Courts which will adopt conciliatory methods and informal procedure, aiming to achieve socially desirable results (4.233).

15. Uniform Civil Code: The absence of a uniform civil code 27 years after independence is an incongruity which cannot be justified with all the emphasis that is placed on secularism, science and modernisation. The continuance of various personal laws which discriminate between men and women violates the Fundamental Rights and the Preamble to the Constitution which promises equality of status to all citizens. It is also against the spirit of national integration and secularism (4.236).

Our recommendations regarding amendments of existing laws are only indicators of the direction in which uniformity has to be achieved. We recommend expeditious implementation of the constitutional directive of

a uniform Civil Code

Law:

urse. While consent to interpreted and excludes der duress or fraud, no tained by putting some- he woman. We welcome w Commission in this

ual intercourse requires abortion. The same age- ses. We recommend that girl's consent to sexual be 18, permitting some in border-line cases to enough (4.243).

stricts jurisdiction of the igamous marriage was d and wife last resided, who may have to move r husband. We recom b jurisdictions under the sion be made for inquiry within whose jurisdiction

ur opinion should be offence, the remedy for or separation. Retention s out clearly the values of he wife as the husband's s and others from giving life. We recommend that s a criminal offence is l and should be removed

ion dealing with the case gnors in the Citizenship tateless. We recommend ded to provide a special g aliens, stating that she onality as a result of her

(b) The present rule prevents the children of such Indian women from being considered as Indian citizens. Where the father and mother are separated and the mother is the guardian, there is no justification for the rule that the child's nationality will be transmitted through the father. We, therefore, recommend the amendment of section 4(1) of the Citizenship Act to read as follows :—

“A person born outside India on or after the 26th January, 1950, shall be a citizen of India by descent if his father or mother is a citizen of India at the time of his birth” (4.257).

Chapter V—Roles, Rights and Opportunities for Economic Participation.

The Indian Constitution guarantees equality of opportunity in matters relating to employment and directs the State to secure equal rights to an adequate means of livelihood, equal pay for equal work and just and humane conditions of work. The impact of transition to a modern economy has meant the exclusion of a increasing number and proportion of women from active participation in the productive process. A considerable number continue to participate for no return and no recognition. The majority of those who do participate fully or on sufferance, without equal treatment, security of employment or humane conditions of work, a very large number of them are subject to exploitation of various kinds with no protection from society or the State. Legislative and executive actions initiated in this direction have made some impact in the organised sector, where only 6% of working women are employed, but in the vast unorganised sector, which engages 94% of working women in this country, no impact of these measures have been felt on conditions of work, wages or opportunities.

Estimates of employment and under-employment clearly indicate that the position is worse for women. Measures to remove women's disability and handicaps in the field of economic participation have proved extremely inadequate. While several factors have handicapped and prevented women's integration into the process of development, the lack of a well defined policy, indicating areas where they require special assistance and protection, leaves them without access to knowledge, skills and employment.

Prejudices regarding women's efficiency, productivity, capacity for skills and suitability debar them from employment in many areas, and result in wage discrimination. The criteria for determining their unsuitability for partic-

are not clear or uniform. Reconsidering the
 for women requires re-examination of
 regarding the suitability for different
 scientific lines, and deliberate efforts to
 of opportunity by special attention to
 and handicaps. Our recommendations
 Constitutional guarantees meaningful
 toward gradual inclusion of women
 a fuller participation in the economic

commend the adoption of a well
 if the Constitutional directives and
 an objective of total involvement of
 employment. Such a policy should be
 present Resolution. This policy will
 be carefully to avoid evasion by
 methods. Apart from specific occupa-
 tions are debarred by law, employers
 to exclude them from any occu-
 pation unsuitability is clearly specified.

It within the Ministry of labour
 at Central and State levels under
 an Officer to deal with problems of

the following changes in the

Act 1961:

extended to all industries not
 t and the provision of mater-
 nity and the provision of a Central Fund levy-
 on employers. The administration of
 the pattern already established by
 the Corporation.

over agricultural labourers
 ed for other industries. To
 the Central Fund should
 ural Holdings Tax by the
 Agricultural Wealth and

clause already included in
 the Act 1948 should be
 the Maternity Benefits Act.

for short periods and
 jobs, the period of

unemployment should not be treated as dis-continuation
 of service for their eligibility for this benefit. For casual
 labour, a minimum of 3 months of service should be
 considered as qualifying them for this benefit.

(v) As decided by the Supreme Court in the case of
 bidi workers, the provision of maternity benefits should
 be extended to home workers in all other industries.

(vi) In order to eliminate unjust denial of maternity
 benefits, scrutiny of applications should be done by a
 Committee of the management and trade union
 representatives. The latter should preferably include a
 women. This will provide greater incentive to women
 workers to participate in trade union activities.

(vii) The penalties for evasion of this law should be
 made more stringent

(viii) The system of paying cash benefits in a lump-
 sum sometimes gives rise to inadequate attention to the
 nutritional needs of the mother and the child. Payment of
 maternity benefits should be made periodically (5 324)

21B. Provision of Creches:

(i) The present limit of 50 women workers for the
 application of this provision under the Factories Act
 should be reduced to 20.

(ii) Women employed as casual labour or as contract
 labour should be entitled to share this benefit.

(iii) Wherever there is a demand, a room should be
 provided for keeping small children for other group of
 women workers e.g. workers in offices, hospitals, shops
 and commercial establishments.

(iv) As far as possible, creches should be established
 near the residence of women workers rather than the place
 of work. The ideal arrangements, in our view, would be
 neighbourhood creches (5.325).

22C. Working Time:

Permission to work upto 10.00 P.M. should be
 granted, provided arrangements for transport and secur-
 ity are made.

23. We further recommend effective implementation of
 the Maternity Benefits Act in all States, and the extension
 of the Employees State Insurance Scheme to those areas
 which are not covered by it at present (5 326)

Wages:

legislative enactment of Article 39(d) equal pay for equal work - to add the force to what is only a policy at present.

and incorporation of this principle in the Industrial Disputes Act (5.327)

Development of Training and

reservation of a definite quota for women in the industry in order to arrest the adverse consequence of modernisation

could be reserved for women for training under the National Apprenticeship

recommend development programme in close relationship with the industry located in the area. Links with the industry have to be developed from the beginning and does not end in futility.

by the Committee of the All India Education, Polytechnics for production centre with assistance of Industries Departments of the

in production and market. If employment should be

to be made to develop vocational and semi-literate women

and development of training - small scale or cottage industries to provide employment to women (5.328).

provision for part-time employment and suitable revisions in recruitment conditions. We recommend investigation of areas where employment is generated by agencies like

the Directorate General of Employment and training, the Institute of Applied Manpower Research, the National Council of Applied Economic Research, etc. Such studies should include examination of existing avenues for part-time employment viz. in the unorganised industries and occupations (5.329).

27. Employment Information:

We recommend expansion of the national employment service, particularly in rural areas, and the development of a women's cadre in the service to provide employment information and assistance to women (5.330).

28. Provision for Re-entry:

We recommend that provision for special leave without pay, subject to a maximum of 5 years during service, should be made in all occupations, in order to enable women to devote full-time for the care of their family. Their lien should be protected (5.331).

29. Enforcement of Laws Protecting Women Workers:

We recommend increase in the number of women on the inspectorate different labour departments as well as provision for women welfare officers wherever women are employed (5.332).

30. We Further Recommend:

(i) Steps to organise labour unions in the field of agriculture, and other industries where such organisations do not exist at present.

(ii) Formation of Women's Wings in all trade unions, to look after the problems of women workers and to improve women's participation in trade union activities (5.333).

Chapter VI - Educational Development

Our investigation of the progress of women's education in India reveals that while there has been a tremendous increase in the number of girls receiving formal education in the period after Independence the gap between the enrolment of boys and girls has continued to increase at all levels and the proportion of girls in the relevant age groups covered by the school system still remains far below

rsal education upto the education of girls range one of the absolute in ination in social attitude s of women's education which are intensified by ivalent attitude regard- s.

formal system of educa- total female population roup and less than 2% of ve received any formal te women has increased 5 million in 1970-71.

ing illiteracy gap will have ing priorities in educa- come. The claims of the can cater to the need of will have to be balanced of illiteracy This stand perative need to raise the adults and constitute the nstitutional directive of : of 14 must receive the em.....an alternative sys- basic education to adult age group (6.55).

ion and literacy are the of educational progress etween different sections gions, which reflect, to a al attitudes to women l other sociological fac- ce the low educational nen or women of Sche- the use of national or ss of education or liter-

or educational develop- ke these imbalances into increase of inequalities population. Removal of ial attention from public ification of factors resp- ummes will need to be quality of educational within the access of the ry (6.64).

Recommendations Regarding the Formal System:

33. Co-education:— In our opinion, the considerations of efficiency, economy as well as equal opportunity require the acceptance of co-education as a long term policy. In view of the divergent social attitudes, however, we recommend:

- (i) Co-education should be adopted as the general policy at the primary level;
- (ii) At the middle and secondary stages separate schools may be provided in areas where there is a great demand for them. But the effort to pursue co-education as a general policy at these stages should continue side-by-side;
- (iii) At the university level co-education should be the general policy and opening of new colleges exclusively for girls should be discouraged;
- (iv) There should be no ban on admission of girls to boys' institutions;
- (v) Wherever separate schools/colleges for girls are provided, it has to be ensured that they maintain required standards in regard to the quality of staff, provision of facilities, relevant courses and co-curricular activities;
- (vi) Acceptance of the principle of mixed staff should be made a condition of recognition for mixed schools. There is a misgiving, however, that this provision may lead to exclusion of girls from some schools. Therefore, it is suggested that this measure may be reviewed a few years after it is implemented,
- (vii) Wherever there are mixed schools, separate toilet facilities and retiring rooms for girls should be provided (6.72).

34. Curricula:—We recommend:

- (i) There should be a common course of general education for both sexes till the end of class X, all courses being open to boys and girls.
- (ii) At the primary stage, simple needle craft, music and dancing should be taught to both sexes.
- (iii) From the middle stage, differences may be permitted under work experience.

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which have introduced mid-day meals. In Kerala, which has the highest literacy rate among women, this provision is one of the major factors for the enrolment and retention of children in schools to-day. In reply to our questionnaire, the majority has given highest priority to this incentive. The other important incentives which require to be provided to needy children are free school uniforms, scholarships or stipends and free supply of books and other study material. For girls particularly, the lack of adequate clothing is a great deterrent to attending schools. For schools which do not prescribe any uniform, some provision of clothing is necessary.

- (vi) Special incentives for areas where enrolment of girls is low. This will need to be worked out according to local conditions. We suggest special awards or recognition to the community, teachers, students etc.
- (vii) At least 50% of teachers at this stage should be women.
- (viii) Provision of at least two teachers in all schools, and conversion of the existing single teacher ones as early as possible.
- (ix) Developing a system of part-time education for girls who cannot attend school on a fulltime basis. This system should provide education to girls at a time convenient to them.
- (x) Adoption of the multiple entry system for girls who could not attend school earlier or had to leave before becoming functionally literate.
- (xi) Provision of additional space in schools so that girls can bring their younger brothers and sisters to be looked after, either by the girls themselves in turn, or by some local women(6.87).
- (xii) Opening of schools and greater flexibility in admission procedure in middle schools (multiple only), to help girls to complete their schooling (6.88).

37. Sex Education:—We recommend:

- (i) Introduction of sex education from middle school.

expert group by the Ministry
are graded teaching mate-
The group should include
media, to advise on the use
ss media for this purpose

used for both formal and
(6.89).

e recommend

girls up to the end of the

f teaching and provision
nt subject like science.
nce.

nted work experience,
, the resources and the
the region e.g. courses
f, typing and commer-
oriented to industry
griculture and animal

all mixed schools.
ition of recognition.

ommon-rooms and
irls in all schools.

o-curricular activi-

merit scholarships
(5.93).

nd:

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in productive

nformation and
entering higher
r from lack of
ortunities and
when faced by
ent (6.96).

41. Non-Formal Education:

As stated earlier, the greatest problem in women's education today is to provide some basic education to the overwhelming majority who have remained outside the reach of the formal system because of their age and social responsibilities as well as the literacy gap. For the sake of national plans for development, it is imperative to increase the social effectiveness of women in the 15-25 age group even if we cannot do so for the still older groups. Ad hoc approaches through the adult literacy, functional literacy and other programmes of the Government have proved inadequate. They also draw a sharp distinction between men and women in the content of the training. These distinctions, in our view, are out of date. Changes in family life, food habits, family planning all require joint efforts of men and women and continuing this kind of artificial division between the sexes may defeat the purpose of these programmes. As for vocational and occupational skills, the needs of women are greater than those of men. While we do not deny the value of crafts, women's need for vocational training cannot be limited to them. The skills differ according to the industrial and market potentials of regions and it is imperative to relate the training to local needs, resources and employment possibilities instead of adopting an artificial sex-selective approach. Ad hoc approaches through a multiplicity of programmes by various governmental agencies will lead to overlapping, lack of coordination and wastage of resources. The problem is an integrated one and cannot be solved by short term programmes. What is needed is a continuous process (6.97--6.101)

No attempt to professionalise this system will lead to development of the limiting, selective and a rigid approach with fixed curricula and classroom procedures. The prohibitive cost of such professionalisation would inevitably limit its operation to a few selected centres. The teachers in a non-formal system must have other skills of direct relevance to the problems of the community. Without this kind of community involvement, such programmes will lack stability and continuity (6.104).

The object of the system should be to provide access to information and use of information for better participation in social life with literacy as the core of the package. Though primarily meant for adolescents, the system should not exclude the young, particularly those who have been denied any formal education. Some of the latter may use it as a stepping stone to enter the formal system if our recommendation regarding multiple entry is accepted (6.105--6.106).

ave to be organised through commun-
chayats and the Women's Panchayats
hapter VII would appear to be the
purpose. Government's role should be
technical guidance and advice and
functionaries at the local level to
rogramme apart from supportive
of literature and reading material,
libraries in villages and the slum
operative necessity for this purpose,
and concentration of governmental
s infrastructure (6-107).

as a Major Value to be Inculcated ational Process

in is the only institution which can
elief in inequality of sexes. The
ay has not even attempted to
bility. The schools reflect and
prejudices through their curric-
ects on the basis of sex and the
enforced on their pupils. This is
change is needed in the content
ation. Educators must admit
ring about this much needed
e younger generation (6-108)

is

ation in the political process
ions and in their readiness to
ies directly concerning their
to produce an impact on the
gible because of the inade-
eir political education and
parties and women's organi-
see women voters as appen-
women, the leadership has
with sharp contradictions in
ie inequalities that affect the
here-social, economic and
atus of women for which
e only the instrument, still
ve. While the position of
he better, the large masses
kesmen in the representa-
women do not constitute
acquiring the features of

one by the inequality of class, status and political power
In the sense, the new rights have proved to be only conces-
sional. Our recommendations aim to make women's polit-
ical rights more functional as required by the needs of a
democratic system (7-95-101)

In order to provide greater opportunities to women to
actively participate in the decision making process it is
imperative to recognise the true nature of the social
inequalities and disabilities that hamper them. This can
best be achieved by providing them with special opportuni-
ties for participation in the representative structure of
local government*. The present form of associating
women in these bodies, through cooption or nomination
has become a kind of tokenism. The time has come to
move out of this token provision to a more meaningful
association of women in local administration, and to
counteract the general apathy and indifference of the local
bodies to women's development and change of status
(7-115-61)

43. Women's Panchayats:

We therefore recommend the establishment of Statu-
tory Women's Panchayats at the village level with auto-
nomy and resources of their own for the management and
administration of welfare and development programmes
for women and children, as a transitional measure, to
break through the traditional attitudes that inhibit most
women from articulating their problems and participating
actively in the existing local bodies. They should be
directly elected by the women of the village and have the
right to send representatives to the Panchayat Samaties
and or Zilla Parishads. A viable relationship with the
Gram Panchayats should be maintained by making the
Chairman and Secretary of both bodies ex-officio
members of the other.

44. **Reservation on Municipalities ** :** At the level of
municipalities, the principle of reservation of seats for
women is already prevalent in certain States. We there-
fore, recommend that this should be adopted by all States
as a transitional measure. We also recommend the consti-
tution of permanent committees in municipalities, to
initiate and supervise programmes for women's welfare
and development.

45. **Policy for Political Parties:** We recommend that
political parties should adopt as definite policy regarding
the percentage of women candidates to be sponsored by

and special representation for women in legislative bodies. See Notes of Dissent by Smt. Lotika Sarkar and

nu Guha and Smt. Maniben Kare.

Parliament and State Assemblies at the 50th it should be the representative legislative bodies has some relation to the total population of the country

Important Bodies: We further suggest that women in all important positions or delegations that are socio-economic problems.

and Programmes for Women's

Planning

For example, female, maternal and child indicators of access to medical services in the neglect of female lives is the only reasonable explanation, the neglect of maternity and general public health services on efforts for family planning tend as well as defeated the family planning programme. We wish the draft Fifth Five Year family planning with more post-natal and child health, and in the life expectancy of children a far greater incentive to the measures than the hitherto. While welcoming this proposal to offer certain suggestions at different levels so that not defeated by organiza-

Executive for the integrated services, including family planning. At least Additional Commissioner does not again become. This procedure should be administration at the Centre

for maternity and child health, drawing on the provision and the general

health services. It is important to increase the provision for these services to avoid their being neglected as has been the trend so far. Since programmes for immunisation and nutrition of infants yield better results when they form a part of general maternity and child health services, we see no difficulty in increasing the allocation for these services.

(c) At the level of the primary health centres, the maternity and child health service should be separated for purposes of administrative provision, medical personnel and budget. While they may share the same buildings and equipment, a separation of the administrative structure required for maternity and child health services will ensure greater priority of treatment. Facilities in the way of maternity beds, equipment for immunisation of children and family planning for women could be allocated to the MCH Unit. The P.H.C. could be made responsible for sterilisation operations for men along with other general health services.

The MCH Unit could coordinate the nutrition and immunisation measures which form a basis component of the integrated child development programme. It could also collect and maintain fertility and morbidity statistics for women and children for better research and evaluation in these fields.

We recommend that each M.C.H. centre should collect this data which should be studied and evaluated at the district level by persons of required competence. This will call for a health statistics Section at the district level.

(d) We recommend the abolition of the present practice of providing financial incentives to promoters of family planning. Incentives to women who accept family planning should be in the shape of a token or certificate to ensure them greater priority in health care facilities for both the mothers and their children. Such a step will promote greater acceptance of family planning and correct social attitudes towards these practices. Compensation for loss of wages during sterilisation operations should however be paid to daily wage labourers. Others should be given paid leave for this purpose.

(e) The qualifications prescribed for recruitment of personnel for these services in rural areas need to be gradually raised. Until women of requisite higher qualifications are available, the present requirements may continue, but they should be reviewed and progressively increased after every 3 years. Attempts should also be made to obtain the services of older and mature women for these services in the rural areas.

recommend the promotion of research in disorders e.g. puerperal psychosis and drug methods.

the denial of maternity benefits to antenatal service after three children as Government and recommend res-

and that mass campaigns for family planning to correct prevailing social attitudes and metabolic hereditary disorders for which the women is generally ignorant in these matters would go a long way to improve the status of women (8.177).

On the Medical Termination of Pregnancy

Section 4 (a) of the Act, consent of a woman for this operation while in other children above 12 such consent is not required. This distinction is uncalled for and compelling young girls to undergo an operation they do not want it. The consent of the woman and the doctor are essential. In the case of a minor, the consent of the guardian may be dispensed with. The discretion should be permitted to the doctor.

It provides an overriding precaution against damage caused by the operation if the consent is given for other reasons. This is a necessary clause and may lead to the operation being dropped (8.85).

the ethical considerations involved in performing this operation. A woman's right to have control over her body at the same time it is important to have authority to discourage such a high risk to the health of a woman imposed in many hospitals if the patient agrees to the operation. It would be far better to persuade through expert

work involved in these cases. It is also necessary to have a law for termination of pregnancy (8.83).

(e) Many hospitals continue to insist on the husband's consent before performing these operations though this is not required by the law. A special effort needs to be made to convince the medical profession of the social value of this law from the point of view of both individuals and society (8.83).

(f) Most doctors are reluctant to perform these operations in the case of unmarried girls. It is necessary to clarify the point that rape is not the only ground to justify termination in cases of unmarried girls, nor is there any legal obligation on the doctor to inform the Police of an operation done in a rape case (8.84).

B. Welfare and Development

49. In order to prevent any ambiguity in the understanding of what constitutes women's welfare and to prevent the development of policies that sometimes go against the basic objectives, we recommend that the Government of India should evolve a national policy on women's development in the light of the constitutional directives and pledges made to the women of this country and to the international community from time to time (8.178).

50. In view of the need to maintain links between governmental, voluntary and community effort for promotion of women's welfare and to assist the process of Government planning with actual knowledge and experience of the problems and needs of women at different levels,

We recommend.

(a) Reorganisation of the Central Social Welfare Board as a statutory and autonomous specialized agency for planning, coordination and management of welfare and development programmes for women and children.

(b) Reorganisation of the State Social Welfare Advisory Boards as statutory autonomous agencies at the State level with similar functions. In addition, the State Boards may also serve as links between the Central agency, the State Government and the local bodies.

51. Need for Agencies for Coordination, Communication and Implementation of Measures to Improve the Status of Women (NOTE AFTER CHAPTER IX):

The U.N. Commission on the Status of Women in its 25th Report has recommended establishment of a National Commission or similar bodies "with a mandate to review, evaluate and recommend measures and priorities to ensure equality between men and women and the

onal life".
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Principles of

State Policy and the objectives of the U.N. Resolutions and Conventions regarding the status of women. These should be made to Parliament or the state Legislatures and Government will be statutorily responsible to consider such recommendations for action or to explain why they cannot be accepted.

(d) Redressal of grievances in cases of actual violation of existing laws

The Commissions may be empowered to take effective steps to redress the grievances of affected parties.

Composition of the Commissions:

The composition of these Commissions should be broadbased, one category being selected for their representative status from different bodies like leading women's organisations, trade unions, legislatures, employers, etc., and the other group consisting of experts from the field of law, health, education, social research planning and administration. The Chairmen and the majority of the members of all the Commissions should be women. The Chairmen should be non-officials, but on a full time basis.

52. We further recommend the establishment of special Tribunals** for all violations of human rights, discrimination against women, violation or evasion of existing laws and policies for the protection of women and their rights in society

BLUE PRINT OF ACTION POINTS AND NATIONAL PLAN OF ACTION FOR WOMEN

DEPARTMENT OF SOCIAL WELFARE

**GOVERNMENT OF INDIA
NEW DELHI**

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BLUE PRINT OF ACTION POINTS

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for social change. All out efforts should therefore
be made to achieve the goal of universal primary
education as early as possible. The ideas of equal-
ity between the sexes and participation by women
in development should be woven into the fabric of
the educational system.

- 2.2 The employment of women teachers should be actively promoted. The existing employment procedures, including those for part-time employment, should be reviewed and, where necessary, relaxations in age, etc., made so that more women teachers, can be employed, and husbands and wives are posted in the same schools or at the same station.
- 2.3 The content of education should be strengthened in terms of both life and work relevance. Attention should be given to vocationalisation and diversification of courses which should not only be limited to traditional women's vocations but also give emphasis on the preparation of women for participation in modern sectors of industrial production. Polytechnics (including mini-polytechnics) should be started for girls in the smaller urban centres to provide training facilities in trades crafts which will prompt self employment.
- 2.4 At the stage of higher education special incentives like freeships, scholarships, hostel facilities, and book loans should be made available to girls from rural, backward and hilly areas, from backward classes and from poor families. A greater diversification in the courses offered should be made to enhance work opportunities in non-traditional vocations in modern sectors of industrial production.
- 2.5 Adoption of multiple entry in education, non-formal part-time education facilities condensed courses for education correspondence courses and courses for continuing education should be made available in a larger measure to women in semi-urban and rural areas, and to working women in urban and semi-urban areas. Adult education and functional literacy programmes should be vigorously pursued through both official and voluntary agencies.

Act, 1976, has been passed, ment of equal remuneration orkers and the prevention of unds of sex. Special steps ken to review recruitment, personnel practices in all or undertakings to ensure mination against women prentices should be taken in industries. Representa- ry organisations should be very set up to ensure ade- women in employment.

1 provide scope for the should be further pro- services should be orga- rketing facilities, etc. ard to crafts which can et, through modernisa- rated pilot projects to and marketing should

rocedures and employ- reviewed to encourage o the work force. For : relating to maximum uld be reviewed. Part- should be promoted r courses and training organised for adult r re-employment.

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Planning

ilities should be urban and rural igh risk pregnant al clinics should alth Centre and

4.2 Nutrition supplementation should be provided to high risk pregnant mothers. Simultaneously, nutrition and health education should be given to girls and to mothers through all available media and institutions (school, hospitals, PHCs, etc.)

4.3 Family welfare planning services should be expanded and measures intensified to educate and prepare couples to avail them, specifically in rural, backward and tribal areas. The facilities under the Medical Termination of Pregnancy Act, 1971 should be made available in semi-urban and rural areas and information regarding the provisions disseminated among women. immunisation facilities should be gradually extended to all children.

Facilities of Working Women

4.4 The establishment of day care centres, crèches, and balwadis should be promoted on a large scale in rural, semi-urban and urban areas to help working mothers and active women social workers discharge their duties, and enable the older children to attend school.

4.5 Hostel facilities for working women of the lower income groups should be expanded.

Care for the Socially Disadvantaged

4.6 Women without any means of support, and the physically handicapped should be provided services for education, training and rehabilitation so that they can become self-reliant. Old age homes should be opened for the aged and the infirm. Special programmes should be developed for unmarried mothers and their children

4.7 The provision of the Suppression of Immoral Traffic Act (1956) should be reviewed to facilitate their more efficient implementation. Comprehensive rehabilitation programmes for victims of immoral traffic and their children should be developed. Special steps should be taken to prevent vulnerable young girls and women from becoming victims of this social evil.

5. Promotion of Voluntary Effort

5.1 The growth of voluntary organisations, especially in rural, backward and tribal areas and in urban stums should be promoted to mobilise public sup-

for different programmes of welfare Training ties should be provided on a large scale to ntary workers. Leadership training pro- mes, particularly for women from weaker ns. should be developed so that they can ion effectively as agents of change. The lishment of Mahila Mandals should be pro- l in every village so that they can function as evel agencies for social and economic trans- tion. Voluntary organisations have crucial r mobilising public opinion in favour of y among men and women and eradicating itions, social evils and waste.

orous campaign of education and action be launched in favour of community sani- and hygiene. Public utility services for should be expanded wherever called for.

or Implementation

nsure that the Resolution unanimously

passed by the two Houses of Parliament is acted upon and the implementation of the Plan of Action is ensured, it is proposed that:-

- (i) A Standing Advisory Committee should be set up at the national level which will review the progress every year so that a report is submitted to Parliament annually. The Committee may be called 'The National Committee on Women'.
- (ii) To service the above Committee a special bureau should be set up in the Ministry of Education and Social Welfare (Department of Social Welfare). The Bureau will keep in touch with the implementation of the various programmes by the Central Ministries, State Governments and non-official agencies.
- (iii) At the State level similar committees should be set up under the chairmanship of the Chief Minister. These Committees should also have adequate administrative support.

importance of education in providing opportunities for the advancement of women, successive governments have placed special emphasis on education. The emphasis has all along been to educate citizens, house-wives, income-earners and builders of the nation made during the past century. The Government is determined to enrol more girls in schools; to continue to provide education for girls; and to provide non-formal education for women. The Draft Education Policy states that "the outlays for the education of girls.....". The fulfillment of the Government's promise of providing free education for girls up to the age of 14 years has been one of the main objectives of the Minimum Education Guarantee Scheme.

Education has had a significant impact on the status of women in India. For example, the average walking distance of girls to school has been reduced. This has resulted in a significant increase in girls in classes I-V as against 28.1% in these classes from 28.1% in 1950-51. In respect of classes I-VIII, the enrolment of girls has also increased. In addition also there has been a significant increase in the percentage of girls' enrolment in the years 1950-51 and 1951-52. The enrolment of girls is observed to be higher than that of boys in those of boys.²

Despite these trends and marked progress in education, the education of girls is still unsatisfactory for the following reasons: (i) The enrolment of girls is generally lower than

that among men. According to the 1971 Census data, only 13.4 per cent of women in this age group of 25+ are literate. (Ref. Table 2).

- (b) enrolment of girls in classes I to V is only 66.4 per cent of girls in the corresponding age group, i.e. 6 to 11 years; while in respect of boys the relevant percentage is 100.2 (Ref. Table 3).
- (c) Drop-out rate is also very high in classes I to V. A recent study has shown that the drop-out rate is especially accentuated in the case of girls from rural areas and from the less privileged sections of society, is as heavy as 42.85 per cent between classes I and II.
- (d) In classes VI to VIII, percentages of enrolment of girls and boys to the total girls and boys in the relevant age group (i.e., 11 to 14 years) are 22.2 and 48.3, respectively (Ref. Table 3).
- (e) At the secondary stage, i.e. classes IX to XI/XII, girls enrolled constitute only 12 per cent of girls in the relevant age group 14 to 17 years as against 31 per cent in respect of the enrolment of boys in this age group (Ref. Table 3).
- (f) Enrolment of girls in Post-Matric classes constitutes only 2.3 per cent of girls in the concerned age group 17 to 23 years; while the enrolment percentage of boys in this age group is 7.5 (Ref. Table 3).

2. FACTORS RETARDING THE PROGRESS OF WOMEN'S EDUCATION

2.1 Girls and women in India have thus not been able to take full advantage of the available opportunities/facilities for intellectual development. This is mainly because of several social and cultural factors in addition to various other reasons. Action plans and strategies for women's

at neutralising the effects
tarded the progress of
a view to facilitating the
action, in what follows.
h have operated against
vantage of educational
below:

education of girls.

out of fears and miscon-
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values and lead to mal-
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al schools.

OF WOMEN'S

that the general objec-
i's education cannot be
n. However, in view of
os that have operated

against women in general and in view of the multiple role
that women are required to play, the need for a set of
objectives specific to women's education is imperative.
The following major objectives are, therefore, considered
here :—

- (a) Prepare women to fully participate in socially
productive work, fully aware of family planning
needs with a view to achieving her full integra-
tion with the democratic and developmental
efforts of the country.
- (b) Help break down overt covert biases against
women.
- (c) Make women aware of the various legal,
social and economic rights, provisions and privi-
leges available to them and the way they can take
advantage of them, for their advancement.
- (d) Enable women to be self-reliant to achieve
economic independence.
- (e) Import the idea of equality between the sexes
and participation by women in development
through the educational system.
- (f) And above all, to find full expression for her
talent, ability and personality and for this pur-
pose, enable her to adopt a discriminating atti-
tude so that she can escape the bonds of
superstition and obscurantism.

4. ACTION PLANS

4.1 Action plans here are evolved within the general
framework of major objectives mentioned above. In addi-
tion, the action plans have taken into consideration other
objectives which are specific of educational categories like
elementary education, middle stage education, secondary
stage education, university education and non-formal
education. For the sake of convenience, in what follows,
action plans specific of each age-groups of girls, are all
mentioned separately.

A. ELEMENTARY EDUCATION— GIRLS IN THE AGE-GROUP 6—11 YEARS

4.2 Girls in this age-group constitute the population of

per cent of girls in the age group 0-14 years constitute child workers.

age action plans for these villages

primary education for girls, and

attention of girls already

following action plans are

1 Measures

should take note of the habitations in the primary schools as indicated by the Survey and make arrangements for primary school within a distance of all habitations within next

should be provided for children in the area of migrant labour and con-

often required to look after the children and attend minor household duties in the rural areas and among the lower strata of the society. As this is one of the major problems that holds such girls from attending school, special efforts should be made to provide for the education and coverage of pre-school children in habitations like *balwadis* and *anganwadis*. For such girls, practical child care.

Education programmes should be attached to primary schools located in the vicinity of habitations that would help in cultivating the habit right from the

protection of primary schools and attention to the problems of girls, their retention, involvement, etc.

2 Measures

and persuasive and motivational drives among regions, communities and individuals. A low achievement. Voluntary organisations

a local level like Mahila Mandals and local bodies should be fully involved in the programme

- (vii) Promotion and support to girls' education should also be tackled through a multi-pronged programme of incentives—both for bringing girls to schools and for retaining them in schools. The incentives can be in the form of mid-day meals, free supply of books and reading materials, scholarships awards, etc. Active collaboration of voluntary organisations may be sought in this regard

Pedagogical Measures

- (viii) The primary teacher training course should undergo a major revision with a view to adequately preparing the teacher for the promotion of girls' education. Emphasis should be more on the use of such non-formal methods of imparting education that would interest and attract more and more girls to attend schools

B. EDUCATION FOR GIRLS IN THE AGE GROUP 11—14 YEARS

4.3 Population of girls in this age-group constitutes girls of middle school going age. This group can be divided into three sub-groups.—

- (a) Girls students attending middle schools;
- (b) Girl drop-outs at various stages from Classes I to V;
- (c) Girls who have never attended schools.

The objectives of education and training are different for each of the sub-groups.

(a) Middle School—Girl Students

Action plans for education of girls in this age-group should be concerned about:—

- (i) encouraging further enrolment of girls at this stage,
- (ii) retention of girls already in middle schools, and
- (iii) rendering the curriculum more relevant.

The following action plans are suggested:—

Pedagogical Measures

- (i) The content should be more oriented to the needs of girls in the village communities so that

relevance of this curriculum of to be given a on, introducing be of direct use and farm, and ent and self- produce girls to home-making, and diet, environ-

important for the employ women general view is e teachers and ld be women, up in different y be qualified n a position to e teachers due to lso have dif- There has to be The States may

ber of posts of there are not ers, untrained uted for train- ng to husband ers in the same

in those areas en teachers, to area and send them in the ted women are school, local sted as school he girl students send their girls relating to age nd service may s and the defi- ce training

minated against on and recruit- t. No qualified hould be over- ay contemplate chers in schools his aspect while s.

In single teacher institutions (the exact position will be brought out by the Third Educational Survey), it may be desirable to ensure that where there are two teachers, one of them should be a woman. If locally educated women are available, they can be recruited. Husband-wife teams can be posted.

- (iii) The primary teacher training course needs to undergo a major revision to adequately prepare the trainees for their special responsibility for the promotion of girls' education in rural areas, especially in adapting the content to suit the needs and interests of girls, in adopting non-formal methodologies and in linking with community and developmental activities.
- (iv) Supervision and inspection of schools should give particular attention to the problem of enrolment of girls, their retention, factors contributing to wastage and stagnation, relevation of curriculum, involvement of the community, working conditions of women teachers, etc.

Promotional and Motivational Measures

- (v) School timings should be flexible, as many of the girls in this age group are required to help their mothers in routine domestic chores.
- (vi) Adoption of multiple entry and part-time courses is recommended.
- (vii) Incentives like mid-day meals, scholarships, free school uniforms, free books and study materials, stipend, awards, etc, should be extended to all girls in the rural areas and slums in the urban areas.

(b) Middle School—Girl Drop-outs

Alternative Measures

- (viii) For School drop-outs of girls, pre-vocational training programmes should be organised on an extensive scale to cover all girls in the rural areas and in the slums of urban areas. The objectives of such training should be to render them self-sufficient in home management, and help them to achieve economic independence. With this in view, such training programmes should include courses in sewing, knitting, cooking, nutrition, minor repairs of the house, motherhood, child care, etc.

(c) Girls who never attended Schools.

- (ix) For the non-student girls in this age group, the

ould be o provide adequate prepara through a combin d three year course educa on and vocational training. training should be on the lines of nal training mentioned above.

ig programmes should be extended the rural areas. In the urban areas, ould be given to girls in slum areas girls

2 GIRLS IN THE AGE GROUP

oup also can be classified into three

th motivation to attend secondary

om classes VI to VIII.

rls, i.e., students who never

his category should emphasise

'rls to pursue education at the and content in terms of both life

re suggested:-

d Measures

ools or separate sections re the social/cultural enviro-

rls special attention should on of adequate toilet, rest s, separately for girls.

ch have not yet made high or girls should do so on a

and part-time education

features

vocational and techni- ry stage should be open

to both boys and girls. There should be no d s crimination in this regard

(vi) Liberal incentives in the form of book allowances book-bank facilities, etc., should be extended to encourage more girls in rural areas and backward areas to pursue secondary education.

(vii) Separate hostel facilities should be provided particularly in rural areas and residential scholarships should be offered.

Pedagogical Measures

(viii) The curriculum should be more diversified taking into consideration the various occupational opportunities available to women and the interests and aptitudes of girls.

(b) Girl Drop-outs

Alternative Measures

(ix) Condensed courses of education started in 1958 were found very useful. Under this scheme women in the age-group 13-30 years who have had some schooling are prepared for middle school, matriculation or equivalent examinations within a period of 2 years' duration. The minimum age limit here should be reduced to 15 years. This scheme should be extended to cover all rural areas and weaker sections of the urban community.

(x) The condensed course should be organised for smaller groups, say 5 to 7 persons, using the community resources like girls' high schools and girls' colleges.

(xi) Apart from imparting general education, condensed course should also aim at imparting job-oriented training with the active co-operation of existing vocational training institutions.

(xii) Correspondence courses and self-study programmes may be introduced.

(xiii) Efforts should be made to cover at least about 215 lacs of girls in the age group 15-30 under the condensed courses programme during the Fifth Plan period.

introduced a programme of function with the objective of imparting general education and vocational to the functions performed- to men in the rural areas who never. This programme should be over all rural areas.

parting general elementary education about farming techniques, for women should include in occupational skills like ing, food processing, poultry husbandry; household arts like nal values of foods locally available etc, and motherhood, child planning as also electronics and

nes should also be designed for group and under this category in areas.

R GIRLS IN THE AGE AND ABOVE

1 this age group also can be as in the case of other age

at the higher education stage.

drop-outs from the education the secondary stage.

-student girls—girls who education.

ory here, i.e. education for are the same as those con- e age group 14-17 years. It with separately here.

Higher Education Stage

I aim at-

on available to the less the society, particularly as; and

- (b) Making the curriculum more relevant and responsive to the cultural and occupational needs of women

The following action plans may be taken up for consideration:-

Administrative and Structural Measures

- (i) The general policy here should be to discourage separate institutions for women and to promote co-educational facilities. However, in areas where separate institutions are required to promote education of women, they may be permitted on the merits of such cases.
- (ii) Vocational counselling and guidance services should be organised in a more meaningful way to help girls—in college and universities—opt for suitable courses relevant to their talent, interests and needs.

Promotional and Motivational Measures

- (iii) Incentives like scholarships, freeships, etc., should be provided to enable girls from rural areas to pursue higher education.
- (iv) For girls belonging to weaker sections, in addition to freeships and scholarships, bursaries should also be provided to meet their expenses on food and lodging.
- (v) Provision of self-cooking facilities in hostels for girls should also be considered.
- (vi) Girls pursuing higher education should be provided easy access to text-books and other reference material through book-bank facilities.
- (vii) Girls should be encouraged to enter professional courses. If necessary, reservation of seats for girls in professional courses may be considered.

Pedagogical Measures

- (viii) Diversification of courses at the junior college level and undergraduate level should be undertaken on a priority basis with a view to preparing the girls for the various employment opportunities open to them

Drop-out of educational system is one of the reasons for the group to discontinue. Economic hardship is one of the reasons for some girls to drop-out supporting their families. Such attitudes also force some girls to leave the educational system. For this reason, the policy should be to provide facilities on a large scale.

Suggested:-

The self-study and correspondence should be expanded on a large scale for working girls and non-working girls to provide additional qualifications.

Distance learning leading to degree/diploma in specific subjects through schools/sessions, ad hoc seminars, laboratory work, etc., should be organised, with a view to upgrading skills and qualifications. Education not necessarily formal but for upgradation of skills could be provided.

For organising such programmes taken by the Central and State employees should also be considered.

Training facilities should be provided on a large scale for educated women and those belonging to the group with the objective of equipping them to competently compete in examinations.

Development programmes should be organised separately for educated women in the age group 18-30 years with a view to raising the level of education.

The objective of such training programmes should be-

- (a) Make them aware of the various opportunities for self-employment;
- (b) Motivate them to take up self-employment;
- (c) Impart needed skills/training; and
- (d) Promote achievement motivation among them.

E. ADMINISTRATIVE MEASURES

4.6 To make the various action plans successful and to achieve a real breakthrough in women's education, there is an urgent need for a matching and effective administrative set up, both at the central and state levels. With this in view, the following suggestions are made —

- (i) In the Union Ministry of Education and Social Welfare, a special unit/cell may be set up to be in charge of women's education to review and initiate follow-up action.
- (ii) In each State education department, a senior officer should be placed in charge of girls' education in order that it may receive adequate emphasis, execution and co-ordination.
- (iii) As the district is the operational unit for all educational programmes and as the needs of girls vary in extent and kind from area to area within a district, a separate cell for girls' education—formal and non-formal—may be created within the purview of the district educational officer at the district headquarters.
- (iv) School supervisory system should be staffed with more women.
- (v) A suitable machinery may be set up at the Centre and the States to help in the formulation of plans for women's education—formal and non-formal—to monitor, co-ordinate and evaluate progress of women's education from time to time, to create public opinion in favour of women's education etc.

I—HEALTH FAMILY PLANNING AND NUTRITION

(i) *Unfavourable sex ratio in respect of women*

The decennial census from 1901 to 1971 have shown a steady declining sex ratio. From 972 women per thousand males in 1901, the sex ratio has declined to 930 women per thousand males in 1971. Such a phenomenon is observed only in very few countries, besides India.

(ii) *Lower life expectancy for women:*

The expectation of life at birth for women is lower than males in India.¹ In most other countries and particularly in the developed countries the expectation of life for women is observed to be higher than for man.

(iii) *Higher death rates among women:*

It is observed that more girls die than boys among infants and children. A distinctly higher death rate is also observed among women during the period of reproduction. Indeed the female death rate seems to be higher than the male death rate in almost all age groups except after the age of 45.²

7. The problems identified above are mainly due to the following reasons:

- (a) Ignorance and prejudices inherent in the social and cultural milieu.
- (b) High prevalence of diseases, and poor environmental sanitation.
- (c) Repeated child bearing in quick succession leading to maternal depletion.

pe knowledge with regard to the
muly planning and heath care

utrition, particularly among the
as of the rural masses

key

ned above are not exhaustive. Also
exclusive and hence interactions
are not ruled out. However, they
entifying a national strategy for
o Health, Family Planning and
goals/objectives which constitute
as follows:

udes to provide prompt and ade-
ure for girls.

better motherhood.

d child mortality of girls.

mortality.

aternal health care, pre-natal,
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s that can be conceived.

s action plans visualised

are grouped under the following broad categories of
action:-

I. Provision of Services.

II. Development of needed Human Resources.

III. Mass Education Programmes.

IV. Legislative Measures.

V. Role of Voluntary Organisations.

VI. Areas of Research.

II In what follow, details of action plans under each
broad category will be outlined.

I. Provision of Services

Women as a member of the family is a beneficiary of the
health services offered to the community as a whole.
However, infrastructure for delivering health, family plan-
ning and nutrition service is not the same in rural and
urban areas. In the rural areas, health, family planning
and nutrition services are provided through the primary
health centres (PHC) complex one PHC for every
National Extension Services (NES) Block of about 80,000
to 100,000 population with a net-work of sub-centres at
the rate of one for every 10,000 population. The PHC
provides medical care, maternal and child health services,
family planning services, control of communicable dis-
ease, health and nutrition education, environmental sani-
tation, and health and vital statistical collection. The PHC
also has provision of a minimum of 6 beds for giving
inpatient medical care. In addition to providing inpatient
and clinic services, domiciliary services, are also provided,
especially for women and children.

The current plan also envisages that one out of every
four primary health centres will be upgraded to become 30
bedded hospitals. The upgraded PHCs will provide
improved medical, surgical, and maternal and child
health care. Further, it also serves as the referral hospital
for the PHCs complex in its neighbourhood.

Besides, the PHC complex sponsored by the Govern-
ment of India, the State governments run hospitals and
dispensaries which provide medical care only, without
any extension services.

In addition to the Government institutions, private
medical practitioners practising in the different systems of
medicine augment the medical care facilities in the rural
areas.

emphasised the need for delivering a the rural community through multi-idea is to transform various single programmes like eradication of smallpox, of worker competent to cater to of the community. Under this multi-gramme, women workers will be for providing maternal and child male workers will attend to the mmes. A tier of supervisory men—to supervise the work of is also contemplated. When the is expected that there would be a every 8,000 population, to start gramme, eventually, the popula-ntre is expected to be reduced to

elivery of health care in the tribal of rural areas. However, the ch PHC is less than that in the structure provided is not ade-ity of population in the tribal oncept of village in the tribal e scattered over the entire area

various agencies like Govern-ns maintained by the local ies cater to health care—thus d than rural areas. However, there is no specific norm for

and hospitals is to run an D) catering to all categories id children. This practice ial health care for children ant women. In view of this suggested

rvices for children should es of medical and health e, hospitals PHCs etc.

t be special indentifiable all types of institutions.

- (iii) The approach to maternal health should be to concentrate on giving care to pregnant mothers and identify the "High-Risk" mothers for specialised care at appropriate institutions. This would mean starting regular ante-natal clinics at least at each PHC.
- (iv) Majority of child births take place in the homes and are attended to by the traditional village midwife (dai) or by elderly women in the house. It is not expected that this pattern will change in the foreseeable future nor is it recommended that we should attempt to change it. Till such time as sufficient number of trained A.N.Ms. are provided to cater to the needs of entire population, efforts should be in the direction of making effective use of existing system for maternity care.,
- (v) It is accepted that the existing infrastructure in the rural areas is not adequate for giving proper health, family planning and nutritional services for women. In this regard, it may be recalled that the Bhoré Committee had recommended in 1946 that for effective coverage each PHC complex should be expected to cater to a population of about 25,000 to 30,000. A sub-centre in its turn can then be expected to provide adequate health care to a population around 3,000. Efforts should be made to implement these recommendations fully.
- (vi) In view of the geographical characteristics of tribal population, the norm for tribal health care should be based on area covered rather than population covered. In this regard, attempts should be made to provide a sub-centre within a radius of 5 kms and a PHC within the vicinity of every 10 sub-centres.
- (vii) After the child birth neither the family nor the health organisation pays due attention to the mother's health. During the period, immediately following child birth, the health and nutrition of women should be closely watched. For this purpose, regular postnatal clinics should be run at all hospitals and PHCs.
- (viii) Preventive programmes to reduce the morbidity should be undertaken on a large scale. Every new-born child should be protected at least against small pox, tuberculosis, diphtheria.

ough, tetanus and poliomyelitis by the required immunisation.

announced in the fifth Plan to inter-plan with general health services implemented fully.

for family planning should not be those institutions employed in any planning schemes or projects. This general responsibility of all institutions employed therein.

ing advice and conventional could be provided through all the series, hospitals, maternity & (CH) centres, etc.

and mal-nutrition are problems e health of girls and women. With institutions generally do not special nutrition services. There equipped and staffed nutrition o all hospitals and PHCs cater- l children. Such clinics will give n supported by practical dem- l as deal with diseases of nutri-

health programme in the Fifth y to organised school health ver the children enrolled in start with, and extended to onday school in a phased

ed Human Resources

mily planning and nutrition rdering health care delivery nd children, particularly, in r simultaneous reorienta- ion process which provide man all types of services. ; that the under graduate phasis is more on curative he under-graduates suffi- problems of the rural ogrammes of ANMs are ng the requirements of nd as such, no effort is t among workers in this

category Further no effort is made to effectively use the traditional village birth attendants (dais) With imaginative re-training programmes it is felt that the village dais can be made to render the mid-wifery services more effectively. There is, therefore, the need for the following training and re-training programmes for various categories of health manpower, particularly, those involved in health care delivery for women and children.

- (i) The under-graduate curriculum in the medical colleges for teaching maternal and child health should be reviewed and modified suitably particularly to deal with health problems of women and children in the rural areas.
- (ii) As the reviewing of teaching in medical colleges is a long-term measure, until such time as doctors effectively trained in MCH are made available to all the hospitals and PHCs, in the intervening period all the doctors who are working in various Government hospitals and PHCs should be given a re-orientation in MCH to make them capable of giving better health care to women and children in the rural areas. This course should also be made obligatory for all doctors working in such institutions.
- (iii) The peripheral worker for maternal and child health care is the ANM. The present policy is to train this category of workers to meet the requirement of the Government programmes only ANMs should be trained in as large number as possible so that besides serving in the Government health services, they would also be available to be self-employed and thus provide skilled maternity care to the community.
- (iv) Para-professional and semi-professional workers from the community should be trained to provide simple promotive, preventive and curative health services needed by the community. Young persons, elementary school teachers, educated and willing house-wives should form part of the pool and these services should be planned to cover the entire country by the end of the Sixth Five Year Plan.
- (v) The Government of India has sponsored the training of traditional birth attendants (dais) from the Second Plan period onwards. The training has been maintained at a very slow pace. It is necessary to step-up the pace of this training programme.

atives should be offered to make the acceptable to the dais.

ould be created among the com-
rding the dangers associated with
vices from un-trained dais with a
ising community pressure on the
e the needed training. The training
organised that there would be at
ted dai in every village by the end
plan period.

books on obstetrics and gynaecol-
atrics written by Indian authors.
e are no books dealing with the
ems of maternal and child health
general practitioners in the com-
-priced book on maternal and
e should be published to serve as
k for doctors working in all the
ient hospitals, etc.

or hand-book should be deve-
e of peripheral workers like the

amme

that many of the problems
nutrition deficiencies among
ie to lack of knowledge with
ole in the field of health family
the common practices inher-
l milieu come in the way of
ie existing facilities. There is,
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ness among general public,
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y. In this regard the follow-
e contemplated:

i given to girls through the
aim to prepare them for
his would mean that they
cts like personal and envir-
man physiology, food and
child health care, popula-
nity planning. The inclu-
n the syllabus should be
Department.

ll coverage of education

programme is achieved and large drop-out of
girls is minimised, other media of education and
information dissemination will have to be
emphasised. For example, hospitals and PHCs
should organise regular courses of instructions
for pregnant mothers covering various aspects
like diet and hygiene in pregnancy, preparation
for child birth, breast feeding, child care and
family planning. Fathers should also be encour-
aged to attend such courses and these should be
run regularly throughout the year. Films, film
strips and other educational material should be
made available to the institutions concerned.

(iii) Courses of instructions covering health, family
planning and nutrition should be organised for
extension workers of other Government Depart-
ments like Gram Sewaks, Bai Sewikas,
Teachers, Agricultural Extension Workers, etc.
Similar courses should also be organised for
community leaders, organisers of Mahila Man-
dais, etc.

(iv) Education programmes through mass media like
radio, satellite, TV, and posters should be orga-
nised to create awareness among the community
on the health problems and needs of girls and
women, as also on the available services in the
area to ensure greater community participation
and utilisation of services

(v) Illustrated pamphlets and brochures in regional
languages covering these subjects should also be
freely distributed through all extension
workers. A hand-book on maternal and child
health care for general readership should be pro-
duced in all regional languages.

IV. Legislative Measures

There are areas in which legal provisions could help
considerably in improving the health status of women and
children. In what follows, some of these areas are
highlighted:

(i) *Medical Termination of Pregnancy Act 1971:*

The Act has been envisaged as a health measure for
women to protect them from the dangers inherent
in getting unwanted pregnancy terminated stealth-
ily by unqualified practitioners. There is a need to
disseminate information regarding the provi-
sions under this act among women. Further, the

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Restraint Act
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Bodies :

ve special prob-
poor housing.

nuclear families, working status, etc. Provision
of maternity and child health services should be
made obligatory for Municipalities/Local
Bodies.

(v) *Regulation of the Practice of Midwifery by
Unqualified Traditional Birth Attendants :*

The Nurses and Midwives Act requires that all
those who practice midwifery should be regis-
tered. However the provisions of this Act are not
strictly enforced to cover unqualified midwives—
particularly dias. If there is no clause, under the
Act, for regularising the unqualified practising
midwives, the Act should be amended accord-
ingly and enforced strictly.

V. Role of Voluntary Organisations

Women voluntary organisations are best suited for
motivation in the field of health family planning and
nutrition. There is, therefore, every need for creating a
conducive climate for the functioning of such institutions,
so that they can render the needed service effectively. The
following measures are suggested in this regard:

- (i) Women organisations working with a mission-
ary zeal in the field of maternity care and child
health should be given all legitimate assistance
by the Central and the State Governments for
carrying on the work, both in the shape of
grants-in-aid and MCH supplies.
- (ii) Voluntary organisations are also involved in the
training of health manpower, particularly
women workers. Such programmes should be
further encouraged and regularised.
- (iii) Voluntary organisations are currently involved
in providing school health. Such services should
be encouraged by providing the necessary assist-
ance in terms of resources—men and materials.
- (iv) The women in slum areas in cities form a signifi-
cant segment of the urban population. Women
voluntary organisations should be assisted in
rendering proper motivational and health servi-
ces to this type of population.
- (v) The services of voluntary organisations should be
utilised in the dissemination of relevant health
and family planning inf tion to the

med from time to time
s field and the facilities

sations should be effec-
s liaison between the
community, particularly in
MCH services, and also
s of the Prevention of

anisations should be
veys, research studies
e health care of women

action envisaged above
nting the information
ily planning and nutri-
ch studies:

ent regarding maternal
are based on hospital
of limited value. The
f vital events is also
d that periodic special
study the pattern and
d morbidity among

women and female children. The studies should cover different communities and different regions. Such studies would also provide information on the relative value of age-structure, parity and other "High Risk" factors in the delivery of the maternity services.

- (ii) Practical service-oriented field studies should be undertaken to assess the felt needs of the community and their attitudes towards the services offered, with a view to providing guidelines for framing health policy decisions relating to the delivery of maternal care and family planning services.
- (iii) Studies should be conducted on the inter-relationship between pattern of family formation, nutrition health and causes and incidence of sterility
- (iv) Studies into attitudes, beliefs and practice of traditional birth attendants (dais) should be made to improve upon the training programme now designed for them and to obtain their greater participation in maternity and family planning services.
- (v) The base line data will have to be established first against which the impact of this plan of action could be measured.

es equality of opportunity and directs the State to take means of livelihood. and humane conditions in a modern economy an increasing number of in the productive proportion of their contribution factors which have caused examined and corrective initiated to ensure equal cess "which would enable per role in building up the

participation has to be under human rights and social resources¹⁰, bridging economic the impetus for social and quality of 'status'¹¹.

EMPLOYMENT

h Paper to the Fifth Plan, at expanding both wage and raising their productivity growth and reduction regard to employment of network and it is within this as in regard to women's employment must be realised. sector for both male and of the total employment. organised sector is about 6

per cent of the total employment of women. As such, it is wage employment in the unorganised sector or self-employment particularly in rural areas, which need special attention and is more difficult to monitor.

A. WAGE EMPLOYMENT

Situational Analysis and Identification of Problem Areas

13.2 Wage employment is a result of economic activity and the opportunities for such wage employment can be considered as 'set' to be shared by men and women. Any effort in the direction of securing more wage employment for women would decrease the wage employment for men. It must also be noted that the total number of women employment in the organised sector¹³ at the end of March 1973 was 21.35 lakhs which was an increase of about 1.20 lakhs or 5.5 per cent over the position a year ago. Thus employment growth rate in this case was higher than the overall employment growth rate which was 4.1 per cent. In fact growth rates of women employment have been consistently higher than overall employment growth rates over the last three years¹⁴. On employment of women in the unorganised sector, no specific data are available¹⁵

13.3 *The problems* constraining participation of women as wage employees may be broadly listed as follows :

- (i) Limited overall opportunities available for wage employment
- (ii) Attitudes to wage employment and working women, whether by women themselves, by men or society at large.

Status of Women in India—Towards Equality", Government of India, December 1974, pp. 365-366 (CWI Report)

CWI Report, pp. 6-7.

Government of India "Approach to Fifth Plan 1974-79", January, 1973, pp. 1-5.

as it is by DGET "All establishments in the Public Sector (except Defence) and non-agriculture having 10 or more in the private sector."

"Employment Review", 1272-73, New Delhi, 1974, p. 34.

as reflected in 1971 Census, there appears to be decrease in the employment growth rate of women. 1961 Census suffers from limitations of definition of what constitutes employment.

— India—Part VIII Degree holders and technical personnel, Special Tables G.1-G-J pp. 28-147

in terms of women's

aining opportunities for
uch education training.

information and gui-
oices i.e., vocational

k with other household
ibilities.

ort: whether at home in
rk, availability of orga-
om from incessant child

inding solutions to the
of women will have to
women so as to bring
mic and social status of
n the attitude towards
analysis of the existing
ugh an examination of
ollowing guidelines will

n of women in occupa-
can be more than or as
. 'Productive' both in
requirements and of
manage a job alongwith
d fulfil her child rearing
occupations indicated
iring either certain levels
tional/techinal training
manual dexterity in han-
q-formal education. The
in which women are
ant numbers are nurses,
d health technicians,
ers, typists, card punch-
s, sweepresses and such
ers; plantation, forestry
ur; spinning weaving.
Some of these are occupa-
are perceived as being
ctive; in some employ-
conomic incidence.

(ii) Encourage participation of women in occupa-
tion where women can be equally productive
as men but where participation has been neg-
ligible. At the national level, some/such occu-
pations incitated by the 1 per cent sample of
the 1971 Census data are salesmen (Sales
agents), Shop assistants and Demonstrators;
Agents and Salemen-Insurance.

(iii) Encourage participation in certain types of
occupations where such increased participa-
tion will provide the impetus for change in
women's status. Thus relates, particularly, to
rural women educated and trained in rural
institutions and seeking employment in rural
areas. These are in subject fields, such as,
Veterinary Science/Medicine, Commerce
and Agriculture. As per the Census, G-Series
table¹⁶, there are such professionally trained
women who are unemployed.

14. ACTION PLANS

14.1 In addition to the action required by "The Equal
Remuneration Act, 1976" which provide for

- (a) The payment of equal remuneration to men
and women workers; and
- (b) Prevention of discrimination on the grounds
of sex against women in the matter of employ-
ment and for matters connected therewith or
incidental thereto.

1. The Central Government departments/agencies as
well as each State Government *will determine in what
directions and how participation in each of these sets of
occupations*, classified as indicated above, will be
increased. For instance,

- (i) "Where women's participation is signifi-
cant....", ensure equal opportunities for in-
service training;
- (ii) "Where women's participation is negligi-
ble....", ensure special facilities for/in-service
training to women employees to develop use-
ful additional skills multi-craft so that women
employees can improve their careers; and
- (iii) "For occupations participation which will
provide the impetus for change....", *in rural*

at point of entry, give preference to females, so long as they meet the job requirements.

5. village industries which provide employment of women in rural areas, in the framework of the overall plans. Efforts of secure participation measure in the promotion and activities, will be stepped up. These will be by the State and concerned

age of entering service for Government or Public Sector—should be of age to encourage married women out of employment to fulfil their duties (maximum of three) to re-

, public and private, shall.

Committee to review recruitment, and other personnel practices to ensure there is no discrimination against females and that re-entry of women who have had to discontinue work for child bearing/rearing reasons is possible and encouraged. Such committees will include as its members representatives from establishments and where this is not possible, women employees are in negligible numbers, women members will be selected from outside the establishment. For women employees, members of the selection, training and promotion personnel committees, will be encouraged.

6. the establishments work can, without affecting production, be under a part-time basis, such as, typing, clerical work, etc. Having identified suitable work for part-time employment, women will be attracted to such jobs.

7. women candidates, for all types of wage employment, provided they meet the minimum requirements.

8. in collaboration with other agencies, assistance of Government and

- (a) set-up creches and child care centres for working women;
- (b) organise family planning education programmes; and
- (c) set-up career counselling centres for employees' children with special programmes for female children.

V. For women, particularly agriculture labourers and women working in small establishments, the State will have to organise through State agencies and voluntary organisations creches and child care centres.

- VI. (a) Review should be done of existing arrangements in employment exchanges to bring about improvements in facilities available for women in the matter of registration, vocational guidance, etc., which will help provide better employment facilities for women. Feasibility of mobile vocational counselling bureaux/training camps for women should be examined.
- (b) Employment of women officers and staff in Employment Exchanges should be encouraged.

VII. Lack of necessary data in respect of employment in the unorganised sector greatly restricts any plans for employment, as the unorganised sector is crucial for employment generation. Hence, efforts should be made to generate the needed data on a periodic basis and at regular intervals.

VIII. The Advisory Committee as envisaged by the Equal Remuneration Act, 1976 to be set up by the appropriate Government will advise and oversee the specific action taken on the plans listed above.

15. REVIEW MECHANISMS AND FOLLOW-UP ACTION

15.1 Once the action plans are finalised, each agency/establishment will be called upon to integrate these into its manpower/personnel plans and indicate its plans and targets for 1976-77 on a simple proforma. As the number of establishments is large, a system for coordinating the information at the local level in homogeneous groups—location, size of establishment/industry classification—will be determined and responsibility, both at the National and State levels, assigned.

15.2 In March 1977, progress of action plans will be reviewed along with any other recommendation by the various establishments/agencies and advisory bodies for improving the employment status of women short-term (1977-79) as also over a decade.

MENT

nt generates economic activity and
 oviding unlimited opportunities for
 and females such that participation
 t in deprivation of opportunities to
 sense that total organised financial
 services are limited. Various pro-
 ndertaken by Government to pro-
 t through training and credit

l, therefore, be directed towards
 nent for the large masses of
 towns and rural areas and not
 onties in the metropolitan cities.
 th Plan, in fact, envisaged expan-
 in agriculture, village and small
 d service.¹⁷

id identification of problems:

ints that such self-employment
 nd consequently the nature of
 eing and continue to be investi-
 er and above the constraints.
 all self-employment ventures,
 deterring women from self-

acy.

nen, men or society at large
 n entrepreneurs resulting in
 vation.

acilities extended by credit
 siness ventures organised by

opportunities for women
 training or for different
 tion, marketing and entre-

idge of opportunities and
 as also how to go about
 loyment ventures.

ng arrangements.

ommission, Government of India

ment of India, "Careers for Women", April 1970

tute for Research and Training in Employment Services (DGET Government of India) "Be Your
 f-employment", 1970 and 1971

19. Analysis of present self-employment opportunitie
 availed of by women at the national level indicate the
 following broad classification.

- (a) Traditional occupations open to women gen-
 erally on the basis of their castes and which
 could be described as self-employment¹⁸
 (urban rural separately).
- (b) The self-employment occupation recently
 adopted by women¹⁹ (urban, rural
 separately).
- (c) The self-employment opportunities that are
 now being sponsored and encouraged and in
 which women's participation should be
 encouraged²⁰ (rural/urban separately)

The agencies, which are involved in promot-
 ing self-employment, will be the best judges
 for identifying the occupations whether tradi-
 tional or those recently adopted by women or
 the new occupations which are to be spon-
 sored 'encouraged'. The idea is not an indis-
 criminatory encouragement of all
 occupations but a studied policy. For instan-
 ces, self-employment as tailors and dress mak-
 ers, dairy & poultry farmers, etc.

20. The problems of literacy, health welfare, etc., have
 been discussed in the Chapters on Education, Health,
 Family Planning and Nutrition, etc. The pertinent ques-
 tion here is, having identified the occupation as per guide-
 lines out about, what additional support and
 encouragement should be provided to women.

Action Plans

21. Each organization/agency (illustrative Table 6) con-
 cerned with promoting self-employment opportunities
 (or, may be, part-time employment) will, therefore, be
 required to do the following :

- (i) Identify those occupations which fall in cate-
 gories (a), (b) and (c) defined above, which
 they can encourage in terms of women's self-
 employment and indicate specific plans.
- (ii) Organise publicity through mass education
 media particularly among rural areas, with
 regard to the facilities available for self-
 employment.

n's entrepreneurial training programmes
 ce to women entrepreneurs
 ing for credit facilities,
 requirements for raw-
 formalities, organising
 ts, etc.

untary organizations
 ing self-employment
 s in these directions by
 others should receive
 terms of finance, per-
 conditions, etc

initiate and test pilot
 ing self-employment
 n entrepreneurs; these
 include both schemes to
 o minimise difficulties
 also schemes to provide
 entives and assistance.
 will be taken up on a
 oups of women in the
 ns or for educated but
 the urban areas and the
 less of these schemes in
 extensive application

es will be organised for
 arketing facilities, etc.,
 regard to crafts which
 xport market through
 signs, etc., Integrated
 er training, production
 d be started.

ased on insights gained
 of action to encourage
 n in self-employment

unisms

trusted with the responsi-
 ment are required to
 ns on a priority basis :
 ach agency will indicate
 on plans including pilot/
 easing self-employment
 ooth in traditional and
 ations, particularly in

will submit a review of
 plans set, as also recom-
 petic schemes to be
 ars, based on their expe-
 ojects. The organisation-

s/agencies will also indicate their plans o
 action for 1977--79, review mechanisms and
 additional financial support, where necessary
 as also broad plans of action for the coming
 decade

23. National/State-awards/other incentives will be
 declared to those organisation/agencies which recom-
 mend, based on their actual experiences/pilot projects,
 etc., schemes which have a broad-based application.

C RESEARCH FOR FORMULATION OF POLI- CIES AND ACTION PLANS ON AN ON-GOING BASIS

24 A number of studies are available both on the quan-
 titative and qualitative data on the position of women and
 their roles in different areas of activity. All these need to be
 coordinated and gaps in information filled Towards this
 end, a research plan will have to be worked out by the
 Coordinating body in collaboration with established
 research organisations as also employer organisations and
 agencies concerned with self-employment etc. Such
 research should provide the basis for formulation of ade-
 quate policies and plans to promote the integration of
 women in the total development process.

25. These should include :

- (a) Productivity studies occupation-wise (may be
 for selected occupations on a priority-data) for
 women and men.
- (b) Studies to identify the problems and analysing
 the needs and requirements of weaker sections
 of women in terms of seeking and securing
 employment.
- (c) Studies on motivations and attitudes towards
 occupational—particularly the non-
 traditional occupations.
- (d) Estimates of the establishments' loss due to
 withdrawal and re-entry of women in
 employment.
- (e) Other gaps in existing information—
 quantitative and qualitative particularly
 employment potential in unorganised sector.

26. At this stage, the studies can only be defined here in
 general terms. The coordinating central agency will have to
 work out by 1976-77 a time-bound biannual research plan.

D LEGISLATIVE AND OTHER ACTIONS

27. Some changes in the existing legislation have been
 suggested²¹ such as—

- (i) *Maternity Benefits Act 1961* : Extend the
 benefits under this Act to all employees.

(iii)

ie Act should be amended to incorporate anti-retrenchment clause included in the Factories Act of 1948 and some protection for women upto 5 years for child bearing & of the cash benefits to meet pre-natal & post-natal nutritional needs etc.

Reduce the present limit of women's employment under the provision under

the Factories Act from 50 to 20. Also extend these benefits to casual and contract labour. Establish day centres.

(iii) *Working Time* : Permission to work upto 10 p.m.

(iv) *Employees' State Insurance* : Extend to all areas not covered at present.

the Fifth Five Year Plan, even with opportunities, the poor will not be earnings, to buy for themselves all services which should figure in any minimum standard of living. The larger employment and incomes will, therefore, have to be supplemented in the form of education, drinking water, housing, communication and social welfare services²². Social welfare is intended to cater for the special groups, who by reason of some economic, physical or mental—are traditionally denied the amenities of the community.²³ Women are custom and social values and services have and should specially attend to them by inducing a change in attitudes towards women, their role and

Areas

of social welfare programmes it is within the purview of the programmes, will help in providing to problems and development of women and provide voluntary effort "a certain" direct—consequently the developmental resources, unlimited and the resources have necessarily to be

following categories and some of them, call for special attention. The categories are :

- (A) Working women. To include
 - (i) The low-income women living in tribal and backward rural areas and urban slums.
 - (ii) The migrant women.
 - (iii) The divorced/ separated.
- (B) Physically and mentally handicapped women
- (C) Widows with or without children
- (D) Destitute women.
- (E) Women who come into conflict with law
- (F) Exploited women and unmarried mothers

31. The problems faced by each of the above categories are numerous and some of them are common to other categories. To decide on action plan priorities, the handicaps and/or the factors which impose constraints need to be understood.

A. WORKING WOMEN

32. According to 1971 Census, women workers constitute nearly 12 per cent of the total women population and well over 90 per cent of the women workers are found employed in rural areas.²⁵ It should be recognised here that the problems faced by women workers in rural areas are altogether different from those in the urban areas.

33. *Rural areas including tribal and backward areas :* Women workers in rural areas are largely landless agricultural labourers; members of households with uneconomic holdings; those engaged in traditional household industries like hand-spinning, hand-weaving, oil pressing, rice pounding, leather, tobacco processing, etc. These household industries—which are predominantly female labour intensive and which have been a major source of employment in villages—appear to have declined in importance during the post-Independence period.²⁶ This is also evi-

²² Commission "Approach to the Fifth Plan", January 1973, p. 9.
²³ Welfare in India, 1251-61" Planning Commission

Committee on the State of Women in India Government of India, Ministry of Education and Social

years.

employment of
between the decen-
It has not been

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does not pro-
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paring them for
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curity is there-

- (iii) The third category consists of women who are highly educated and work in higher ranks of services and professions for personal satisfaction and independence. Belonging as they do at least to the *upper middle* class family, they do not as group face any serious problems requiring immediate attention here.

Divorced/separated women are part of each of these categories. Issues relating to working women have also been spelt out in the Employment Chapter.

B. PHYSICALLY AND MENTALLY HANDICAPPED WOMEN

35. There are several types of physical handicaps like blindness, deafness, orthopaedic handicap, leprosy, mental retardation, etc. which hinder women from even entertaining the hopes of equal participation in the overall social activity. These problems are common to both men and women.

36. Estimates of physically handicapped women are not separately available. To provide a basis for the formulation of Fifth-Five Year Plan, the working group on the Handicapped—constituted for the purpose—estimated that “India may have well over 12 million blind, deaf and orthopaedically handicapped persons. In addition, an estimated 2 million suffer from moderate to severe retardation. The number of persons suffering from leprosy is believed to be around 2.5 million”.

37. *The basic problem* concerning these physically handicapped persons is lack of adequate facilities for differential medical care, educational training and rehabilitation programmes and a lack of knowledge about these facilities by handicapped person. Further, it is widely known that though the existing facilities are largely used by men, a majority of physically handicapped women are not coming forward to utilise the available facilities.

C. WIDOWS WITH OR WITHOUT CHILDREN

38. The 1971 Census distribution of women according to marital status indicates that roughly about 9 per cent of the women are widows.²⁷ Further, they are almost evenly distributed between the rural and urban areas

for most of the women in

accompanied by economic use a large number of the live at below subsistence of a male earning member lies concerned to near star—the females are voluntarily And illiteracy remains the e improvement of the eco—lowed women, particularly

cial prejudices and cultural ude widowed women from ve work. Social acceptance with widowhood In some , there is almost a sort of dowed women.

wed women are not all the ge-groups; and as between

ie younger age-group— belonging to 15-44 years is are more related to eco— and rehabilitation in the hrough remarriage.³⁰

ge-group 45 and above, the it of social acceptance and h women, if not previously fit for employment. Even in women—widowed after 44 fficult to impart the needed more remunerative jobs framework of education/

women in the rural areas are se in the urban areas. In ce and the social stigma atture no opportunities for their are possibly not even aware y the Government agencies ions to redress their miseries.

n can be classified into three s are different :

low worth force participation rates among women in India. See Table 10
he order of 82 per cent in 1971 Refer Provisional Population Totals Paper I of 1971 supplement Census of

group constitute about 9 per cent of all widowed women See Table 9

(i) *Below 15 years* : Persons in this groups can be categorised as children. They are mostly orphans and are, therefore, deprived of the tender parental care. They are also subjected to malnutrition and the consequent diseases. This age-group, viz., below 15 years of age constitutes the formative years in a person's life, as the process of development and learning are most rapid during these young years. During these formative years, the effects of environment greatly influence the personality development, mental attitudes, moral character, etc. Often, destitute persons in this age-group fall a prey to the environmental disadvantages.

(ii) *15-44 years* : This second group of women are both in the productive and reproductive age-group. Their main problems are those pertaining to economic independence, social acceptance and security.

(iii) *45 years and above* : In the case of third group of desutute women, their major problem is social security. They are mostly unfit to be employed They cannot even be trained to earn their livelihood

E. WOMEN WHO COME INTO CONFLICT WITH LAW

42. Women who fall under this category, are (i) juvenile delinquents, (ii) women in moral and social danger—particularly those who indulge in immoral traffic and (iii) women prisoners.

(i) *Juvenile delinquents* are again a creation of the society. The environment in which they are brought up; the deprivation of proper nutrition and training/education which would enable them to earn a better livelihood, etc.

(ii) *Prostitutes* : Women subjected to severe economic distress and hardships often come into the clutches of persons who have vested interests in immoral traffic. Once they succumb they do not receive proper health care—curative and preventive treatment for the diseases associated with immoral traffic; many of them are not aware of the existing health care facilities and added to it is the innate fear of being exposed to the general public and the

ons. The existing health ade-
adequate and are not
mpathetic towards their

Many of the problems
ers are in common with
ever, some of the prob-
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Also, problems in get-
er they are free are more
women prisoners than

AND UNMARRIED

pregnancies are on the
n the number of abor-
among single women
stitutions. Estimates of
f pregnancies (MTP) in
en alone range from 10
MTP cases. In respect of
estimates based on hos-
m 2 to 3 per cent of the
reality many more clan-
e births may be taking
rought to public notice.
ces, are as generally
onfined to the illiterate
According to some case
early 50 percent of the
es were observed in the
are at least matricu-
aduates. Some of them
belonging to the privi-
society. A more distressing
at pre-marital pregnan-
ved even in the case of

ted to pre-marital preg-
various social, psy-
ke break down of joint
apid urbanisation bring-
rmation which leads to
ommunication between
mmaturity and craze for
opathy towards the intro-
ong school children, etc.
ited.

45. Permissiveness and promiscuity increase with rapid urbanisation and measures to avoid such premarital pregnancies is a long drawn social education problem and cannot be expected to decline rapidly. However, the problems concomitant to pre-marital pregnancies can and should at least be tackled effectively.

46. The action plans should be directed primarily to solving the problems of these six target groups (A—F)

There is considerable overlap both in terms of the causes and programmes and agencies concerned with eliminating the problems and building rehabilitation development plans for these target groups. As such, the action plans are classified under broad groups of actions rather than in terms of categories of women discussed above.

- I. Provision of Services/Infra-structure
- II. Education/Training Programmes for the Target Groups.
- III. Promoting Voluntary Effort : The Role of women
- IV. Development of Human Resources.
- V. Administrative Set-up and Coordination.
- VI. Legislative Measures.
- VII. Areas of Research.

47. The Fifth Five Year Plan has rightly emphasised the need for a shift in the approach towards social welfare, from a mere provision of curative and rehabilitative services—the kind of approach adopted during the past two decades of planning—to promoting the needed preventive and developmental aspects of social welfare. The action plans should necessarily have such a preventive and development orientation.

ACTION PLANS

1. **PROVISION OF SERVICES/INFRA-STRUCTURE**
 48. (i) Services for the care of girls below 15;
 - (ii) Facilities for women in the productive age-group i.e., 15-45 years;
 - (iii) Programmes for the care of aged and infirm women; and
 - (iv) General welfare programmes.

Services for the Care of Girls below 15

49. There are three categories of children who need particular attention viz., children of working women, destitute children—particularly female children, and juvenile delinquents. The following action plans are suggested

below 6 years of working in rural areas is estimated at 166 lakhs, respectively—both as a mother and family aid services like creches and day care centres in a big way.

In the urban areas efforts are made for more than 40 per cent of the mothers.

For destitute children in urban areas among them need parental care as they are likely to be exposed to moral dangers when no supervision could be made to protect them whether through schools or otherwise for the safety of the destitute.

There is a wide gap between male and female delinquents, as the proportion of female delinquents is high. However, the need to reduce delinquency as the needed atmosphere of personality, character, through setting up of juvenile guidance.

Initiated earlier to provide recreational facilities as one of the measures for the welfare of the community. Such facilities should be provided to cover all the needs of major cities.

Age-Group

Provision of hostel facilities for the lower income group of the population of the proportion of working women considerably. Provision would be made for working women facilities set up for grants for women should be

(6a) Socio-economic programmes were initiated in 1958 with the objective of providing full or part-time work to the needy/ destitute women and the physically handicapped either through full wage or a wage sufficient to supplement the meagre income of their families. These programmes, should be expanded considerably in both rural and urban areas, as they have the potential to provide the needed economic independence to women belonging to the weaker sections and thus act as a preventive measure to many of the social evils.

(6b) For effectively implementing these socio-economic programmes, active collaboration should be sought from agencies like Handicrafts Board, Handloom Board, Khadi and Village Industries Board, Small Industries Service Institutes, Small Industries Development corporations at the State level and the nationalised banks.

(7) To increase the employment potential for the following types of schemes additional steps should be undertaken within the purview of socio-economic programmes:

(i) Small scale industries.

(ii) Units as ancillary to large production of handicrafts.

(iii) Units for the procurement and production of handicrafts.

(iv) Handloom training-cum-production units.

(v) Agro-based industries like dairy, poultry farms, etc.

(vi) Traditional female labour intensive industries like rice pounding, oil-pressing, etc.

(This has also been discussed in the Chapter on Employment).

(8) Attempts must be made to revitalise and activate the existing sick units falling under the purview of socio-economic programmes.

the working, efficiency and a Mandals must be studied taken. They should be reorganising the earning power of eas.

the end of the Fifth Plan, Mandals should be deventry to provide an effectnising women welfare eas.

es of the Central and he handicapped should ly and efforts should be en to make use of the

uld be organised.

of destitute women id 45-65 providing for shelter, clothing, basic rafts should be imple-y organisations who ver 75 per cent of the ed that this scheme plemented in all the

on of rescued and ould be started in all akhs of population. , food and clothing, rovided training in lery, knitting, etc. made in the direc-sufficient and earn

as, insane women omen which is an actice and should

Infirm Women.

rs and over con-ing to the 1971 c absolutely any ndent on their n. Thus, even

women belonging to upper middle classes are sometimes reduced to the status of destitute. Efforts should therefore be made at least in a modest way to initiate social security measures through old age pension with the objective of providing economic independence to at least 25 per cent of women in the age-group particularly in the rural areas.

- (16) For the women retired from active service and for these who are in need of some residential facilities, hostels should be started in all the major cities. If necessary, subsidies may also be extended under the grant-in-aid programmes.

General Welfare Programmes

- (17) Slum clearance programmes should be initiated in all the major cities and towns with a minimum of 5 lakhs of population. People displaced should be provided alternative sites, with proper environmental sanitation, for building their homes.
- (18) Zila Parishads and youth in the districts should be entrusted with drinking water supply projects.
- (19) A vigorous campaign of education and action should be launched in favour of community sanitation and hygiene. Public utility services should be expanded. The practice of carrying night-soil as headloads must be eradicated.

EDUCATION/TRAINING PROGRAMMES FOR THE TARGET GROUPS

50. Analysis of the problems faced by the target group of women indicated that illiteracy, inadequate education/training, lack of facilities for training in alternatives skills and lack of knowledge about the existing facilities are some of the major problems that have hindered the progress of women in India. There is, therefore, the need for accelerating the efforts in this regard with renewed vigour. With this in view the following action plans are recommended:

(Some of these action plans have also been considered in the Chapter on Education).

- (1a) The Fourth Plan introduced a programme of financial literacy built round farmer's training in selected districts where high yielding varie-

- men received the plan and about 50% to be trained under the Fifth Plan period to all the
- ledge about farm-
en should include
ational skills like
ltivation, poultry
y; household arts
values of foods
ting etc. and fam-
- o women belong-
, tribal women
itutes under this
me.
- girls without any
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11-14 years, the
programmes should
d by enlarging the
asing the number
- group 11-14 years,
ational training
them to be self-
ent by organising
g, cooking nutri-
use, motherhood,
- nes should be
is age-group in the
preference should
areas and destitute
- ation were started
ive of (a) opening
to a large number
en, and (b) creat-
trained workers
us projects in the
st possible time.
in the age-group
- are trained for middle school/intermediate
examinations within a period of two years
The scheme was found very useful but the
statistics reveal that the beneficiaries have
been mostly women belonging to the middle
class families. Preference should be given to
women belonging to backward classes,
widowed women and destitute women.
- (4) Special efforts should be made to cover
women belonging to scheduled castes and
scheduled tribes through condensed courses.
An incentive of Rs. 1,000 (as recommended by
the Review Committee), be given to the insti-
tution for every successful scheduled caste/
scheduled tribe candidate trained.
- (5a) The condensed courses should be organised in
a big way and for smaller group of say 5 to 7
with the help of high schools and colleges for
girls. Efforts should be made to cover about
215 lakh women under the condensed course
programmes, during the Fifth Plan period:
- (5b) Apart from imparting general education
condensed courses should also aim at impart-
ing to scheduled castes, tribal women,
creation of existing vocational training
institutions.
- (5c) Under this programme of condensed courses,
short-term courses should be organised to
retain women who have been temporarily out
of job-market to fulfil child bearing
responsibilities.
- (5d) For the failed candidates, short-term course of
six months to one year should be organised.
- (5e) Special efforts should be initiated to follow up
successful candidates with a view to helping
them in securing jobs.
- (6) Pre-examination training facilities should be
offered to duly qualified poor women with the
objective of equipping them to successfully
compete in examinations for public jobs. It is
suggested that about 80 lakh girls in the age
14-17 may be covered under this programme
during the Fifth Plan period.

(b)

various States in India
doing away of tradi-
equality of the sexes ³⁵

be introduced at the
the objective of also
ris about the social and
likely to encounter.

training in the school
hasised.

NTARY EFFORT:

organisations have been
and social traditions in
it was estimated that
rganisations engaged in
emes of Central Social
only through voluntary
given to social welfare in
ort on the part of both
State agencies involved.
therefore, warranted in

le to promote a large
rganisations throughout
a critical role in mobilis-
your of equality among
radicating superstitions,
he motivational strategy
ary organisations needs
gh and support facilities
ld be promoted to take
onsibility for organising
t only can they bring to
dedication, commitment
very presence will pro-
capped sisters a source of
cycle of social rejuvena-
rganisations particularly
social welfare *vis-a-vis*
uraged to have women
chayats. Mahila Man-
c. should be encouraged
ntary activities. Mahila
moted in every village so
as field level agencies for
ansformation.

(b) Most of the voluntary organisations have been operating independently of each other. They have therefore not been able to fully benefit the community. The role of existing organisations should be determined and measures should be initiated to coordinate supplement the efforts of various organisations *at each district level*

(c) Many of the women's voluntary organisations are located in urban areas, while only a few organisations have endeavoured to work amongst rural women. Efforts should be made to promote a large number of voluntary women's organisations in the rural backward and tribal areas and urban slum to mobilise public support for different programmes and to implement them. This calls for liberation of the rules regarding the matching grant through voluntary contributions, simplification of the rules and procedures of obtaining the grants as well as administering the organisations, provision of trained staff, organisations, provision of trained staff, organisation of leadership training programmes, etc.

IV. DEVELOPMENT OF HUMAN RESOURCES

52. Administration of various social welfare programmes have become increasing technical. During the past two decades of developmental planning, lack of technically competent workers has had an adverse impact on the quality and success of welfare programmes. With a view to provide the necessary support to various agencies, the following action plans are suggested:

- (1) Training facilities for the workers attached to all the voluntary agencies, like Mahila Mandals should be initiated immediately. The training needs of workers, however, differ from organisation to organisation depending on the nature of tasks required to be performed.
- (2) Through a proper investigation training requirements of workers in each district should be assessed and suitable training programmes designed.
- (3) These training programmes should as far as possible be organised at each district level.

preferably be local candidates.

ation of the various socio-
mes require two cadres of
oot workers and supervisory
workers should be provided
techniques and methods of
active collaboration of well
l units and Industrial Train-
supervisory staff on the other
ned in advanced techniques
ess management, personnel

crafts units under the socio-
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s instructors and appointed.

ion should also be given to
managing committees of the
-economic programmes—
working of such unit.

s in charge of the socio-
mes should also be exposed
tation courses in business
allied fields through Small
institutes. University depart-
management, etc.

VE SET-UP AND

ons in India have tended to
partments dealing with social
n in the training imparted to
ty it has been realised that
welfare oriented. The federal
arge responsibility for imple-
programmes with State and
efore, the need for reorgan-
up with a view to effectively
elfare programmes. The fol-
taken up for consideration ;

g programmes should be
d welfare personnel, particu-
laring levels, to sensitise them
eds and adopt the extension
g out to the clients. The new
preventive concept of wel-
e imparted.

- (2) Every State Department of Social Welfare should have a women's Welfare Division with responsibility for planning, programming and monitoring the implementation of schemes of women welfare.
- (3) The Central Social Welfare Board is one of the most important agencies for the implementation of social welfare activities. It should be recognised and strengthened, and vested with larger funds and responsibilities for promoting and developing voluntary effort particularly in rural, backward and tribal areas and among the weaker sections of the community.
- (4) The Central Social Welfare Board should a massive campaign for enlisting and developing a cadre of voluntary social workers who should be provided some normal assistance to enable them to carry out this work.
- (5) State Social Welfare (Advisory) Boards should also be reorganised and strengthened.
- (6) The State Board should also be made to function as liaison on among the State Government and the local agencies.
- (7) Suitable infrastructure should be developed at each district level and block level for implementing and expanding the programmes of Central Social Welfare Board.
- (8) Trained social welfare workers should be associated with all the committees to be set-up by the Central Social Welfare Board.

VI. LEGISLATIVE MEASURES

54. (1) International experience indicates that evolving a sound social security system takes a long period of time. However, suitable enactment can be initiated to provide public assistance to select group like destitute women and people above 65 years but without any means of livelihood. Assistance here need not be in the form of cash. It should be in the form of medical, housing feeding and recreational facilities, etc.
- (2) It should be open to the States and Union Territories to go in for taxation or special levy to

VII. AREAS OF RESEARCH

55. Primary data available with sources such as the Census, the National Sample Survey, are insufficient and are very scanty for social welfare planning, particularly on the needs and requirements of handicapped women, destitute women, women under the purview of the suppression of Immoral Traffic Act, etc. In view of this, the following areas of research are suggested:

- (i) Studies on 'Social Profiles' with district as unit wherein information on the prevailing conditions of social needs and requirements, etc. are investigated.
- (ii) Studies on the requirements of physically handicapped children and women.
- (iii) Studies on the requirements of destitute children and women.
- (iv) Studies on the training requirements of workers in voluntary welfare organisations.
- (v) Studies on the Socio-economic and psychological factors behind the problem of premarital pregnancies.
- (vi) Studies on the magnitude of problems facing prostitutes and their children such as problems of children of prostitutes, particularly female children.

national intent and policy
ing legislation and personal
ely amended or new laws
y before law among sexes.
to provide free legal services
women in need. A great deal
nths particularly regarding
d steps are being taken for
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s, legislation in itself cannot
upported by socio-economic
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-a-vis Employment; Health
on; Education; and Social
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ensure full equality of sexes
l laws. There should be no
ive of having monogamy
s in India. Any compromise
uate the existing inequality
ards this end, the following

prevent polygamy—Among
e population polygamy has
however, before necessary
relating to polygamy are
ous effort should be basically
g initiative from among the
that by the end of 1985 it
have uniform legislation for
r the purpose, the practices
untries with Muslim/ Chris-
be studied and made known

vision against bygamy under
—The right to initiate proce-

cution for bygamy should. be extended to per-
sons other than the girls family with prior
permission of the court to prevent the current
violation of this very salutary provision of the
law which presents the socially accepted policy of
the country. The approach should be towards
making it a cognizable offence.

59. REGISTRATION OF MARRIAGES

59.1 Registration of marriages should be made compul-
sory for all marriages. For this to be operationally effec-
tive, suitable administrative machinery will have to be
designed particularly in the rural areas. Enforcement of
this could be made operational through amendment to
the Registration of Births and Deaths Act, 1969, to
include compulsory registration of marriages.

60. MINIMUM AGE OF MARRIAGE

60.1 The Child Marriage Restraint Act should be
amended to raise the age of marriage for girls to 18 and
that of boys to 21. However, for effective implementation,
proper machinery for enforcing the minimum age at mar-
riage should be designed.

B. PROHIBITION OF DOWRY

61. Penalties for offence under the Dowry Prohibition
Act, 1961, should be suitably enhanced to make the imple-
mentation of the Act more effective. To bring about
greater awareness of the evils of dowry, socio-educational
programmes should be launched by social welfare
organisations.

62. Government servants giving or taking dowry should
be treated as having violated the Government Servants'
Conduct Rules similar to the Government Servants' Con-
duct Rules relating to bigamy.

C. DIVORCE LAWS

63. Although there is right to divorce, variations and
unequal treatment of sexes, vis-a-vis divorce, characterise

general principle, efforts
parity of right for both
dissolution of mar-
efforts should be made
the affected group for

NG TO INHERIT-

n conformity with the
of sons, daughters and

t is not uniformly appli-
orts should be made for
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ary changes in the Suc-
985 it is possible to have
unities.

on, the wife should be
s acquired at the time of

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s the children of such
dered as Indian citizens.
are separated and the
ation for the applicabil-

ity of the rule that the child's nationality will be transmit-
ted through the father is required to be re-examined with
reference to the relevant aspects which have a bearing in
Private International Law. The Citizenship Act will there-
fore, be modified if need be.

66. The procedures for regaining Indian Citizenship in
the case of women of Indian origin, declared as Stateless
are tedious and cumbersome. Efforts should, thereafter,
be made to design simpler procedure in this regard and
what is more there must be a sympathetic and helpful
orientation at its implementation stage.

F. NEEDED REFORMS IN CRIMINAL LAW

67. Bigamy—The present law restricts jurisdiction of
the court to the place where the bigamous marriage was
performed or where the husband and wife last resided.
This cause difficulties to the wife who may have to move
on after being abandoned by her husband. Therefore, the
provisions of the Criminal procedure relating to jurisdic-
tion should be widened to include trial for bigamy in a
court within whose jurisdiction the wife ordinarily resides.

G. ADOPTION

68. There is need to have a uniform secular and ena-
bling law of adoption. The passage of the Adoption of
Children Bill, 1972 should, therefore, be expedited.

Total widowed women	108517 (34.28)	90211 (34.00)	18308 (35.68)
Total female population	231406 (100.00)	191394 (700.00)	40012 (100.00)
	2630731	2129404	501327

Source : The Census 1971 Registrar General and Census Commissioner of India, New Delhi

Note : Figures within brackets indicate percentages.

(xi)

TABLE 10 : WORK-FORCE PARTICIPATION OF POPULATION BY SEX, RURAL/URBAN BREAK-UP

Sex	1961 Census			1971 Census		
	Rural	Urban	Total	Rural	Urban	Total
Male	56.96	51.56	55.94	53.46	48.82	52.50
Female	25.66	9.13	22.85	13.09	6.62	11.85
Total persons	41.60	32.13	39.90	33.81	29.33	32.92

Group on Employment of Women
ing Commission), September 1978.
Department of India, Department
omen's Welfare and Development

preparation of the Sixth Five Year
mission set up a Working Group
men to examine ways and means of
ent of women. The Group scrutin-
n's existing programmes/schemes
aiming to women, development of
ntrepreneurship among women,
velopment of Cadres for promot-
ion.

and that the problems of women's
cterised by (i) The inability of
ices and assistance programmes
id semi-government institutions;
id semi-government institutions;
ong institutions about the need
of women (iii) The tendency of
rganisations to obtain financial
name of women but diverting it
t; and (iv) The failure of techno-
veral industries in expanding
for women, widening of skill
upward mobility of women

d earmarking of funds in sec-
participation in decision mak-
ng of micro level data on
mployment situation and skill
ngst others.

**el Organisations: Report of
velopment of Village Level
June 1987. Government of
culture and Irrigation,
ment, New Delhi.**

stituted by the Department
fold purposes. One of the
jectives and functioning of
Mandals and youth clubs
her agencies. The second
ndations on the basis of the
ammes to be implemented
dination with the work of
weaker sections with the
rengthening the cadre of

the sub-groups were consti-
ps on the needs of rural
mandals and their involve-

ment in rural development, sub-group on rural youth, their
promotion, strengthening and training for participation in
rural development programmes; and sub-group on block
district and state level functionaries for women's pro-
grammes and their training

The report was submitted in two parts. Part I dealt with
village level organizations for rural women including indi-
cators of neglect, assessment of existing programme, new
programmes, implications, and so forth. Part II dealt with
development of rural youth organization particularly to
promote and strengthen Yuvak Mandals

**Sixth Five Year Plan 1980-85: Women and Development
Chapter 27 Government of India. Planning Commission.
New Delhi.**

The Constitution of India not only provides for equal
rights and privileges for women and men but also for
making special provision for women. A series, of social
legislations have been enacted from time to time for raising
the status of women in the country. The Five Year Plans
have consistently placed special emphasis on providing
minimum health facilities integrated with family welfare
and nutrition for women and children, acceleration of
women's education, their increase in the labour force and
welfare services for women in need. Various welfare and
development schemes have been introduced to improve
the living conditions of women and to increase their access
to and control over material and social resources. Special
steps have been taken to remove legal, social and other
constraints to enable them to make use of the rights and
new opportunities becoming available for them.

27.2 Various studies show that women are becoming
increasingly conscious of their rights and capabilities.
However, the demographic features of female population
like excessive mortality in female children resulting in
persistent decline in sex ratio, low rate of literacy, and low
economic status stress the need for greater attention to the
economic emancipation of women. The low status of
women in large segments of Indian society cannot be
raised without opening up of opportunities of
independent employment and income for them. But the
process of change to raise the status of women under
various spheres of socio-economic activities would
require sustained effort over a period of time.

Year Plans, general as well as special requirements. A network of child health centres and programmes with general prophylaxis against nutritional deficiencies and immunisation of children has been taken up along with mass vaccination against diphtheria and polio for children.

A scheme was started in 1970-71 to provide supplements to the most vulnerable groups and nursing mothers and children. Nutrition education has been given supplementary nutrition, etc.

On increasing the enrolment of girls by providing various incentives. National adult education programme integrated Child Development Scheme given special emphasis.

The Act aims to eliminate discrimination against women. Labour laws for material benefits and maternity leave.

Programmes cater to the special needs of some handicap—social, economic, etc. unable to avail of or are unable to avail of services provided by the Government, emphasis was on the social aspects but it has now been given developmental aspects.

Government measures and the role of women have lagged behind. There has been a steady increase in the number of women in the workforce. In 1971, there were 972 women in the workforce and 930 in 1971, while in developed countries. Sex ratio in rural areas and 857 for urban areas are considerable. In Punjab, Uttar Pradesh, West Bengal. It is most favourable in Tamil Nadu and

Pradesh. Similarly, the expectation of life at birth, a good indicator of development, shows that it is 44.7 for the females against 46.4 for the males in 1971.

27.9 The surveys by the Registrar-General of India reveal that the infant mortality rate (IMR) is more among female babies as compared to males in rural and urban areas as may be seen from the table below:

Infant Mortality Rate by Sex and Residence

Year	Rural		Urban		All India	
	Male	Female	Male	Female	Male	Female
1972	141	161	85	85	132	148
1978	130	142	69	71	120	131

27.10 It has been estimated that in 1978-79 of the total non-enrolled children of the age group 6-14, two-thirds were girls. In 1979-80, in the age group 6-11, the population of girls in schools was two-thirds that of the boys (about 66 per cent for girls against about 100.2 per cent for boys). In the age group 11-14, the number of girls in the schools was half that of the boys (28 per cent for girls and 52.0 per cent for boys).

27.11 In literacy also, excluding 0-4 years age group, the number of women literates is less than half of the males (i.e., 21.97 per cent for women against 45.95 per cent for males). The rural female literacy rate is only 13.2 per cent (1971) while the urban rate is 42.3 per cent. About 83 districts have less than 5 per cent female literacy and 113 between 5 and 10 per cent. The female literacy for scheduled caste is 6.44 per cent and for scheduled tribe is 4.85 per cent. The rates of literacy varied widely from 3.58 per cent in Arunachal Pradesh, 4.8 per cent in Rajasthan, 7.2 per cent in Bihar to 61 per cent in Kerala.

27.12 Despite preventive legislation, the age of marriage for girls specially in rural areas and lower strata of society has remained low. The Report of the Committee on the Status of Women shows that the percentage of girls married by 14 years of age in rural areas in 1961 was as high as 22 as compared to 7 among the urban females of the same age group. By 1971, this percentage came down to 14 in rural areas while it dropped to 4 in urban areas. Early marriages result in frequent pregnancies, poor health and lack of opportunity for proper personality development. Repeated pregnancies account for high incidence of anaemia and maternal malnutrition, ultimately leading to high rate

the participation rate remained three decades around 28 per cent. It was fairly stable around 28 per cent for the women's share in the total population. In 1971 to 12.4 per cent. The women's share in the total population reached the 12.4 per cent. They continue to be concentrated in agriculture and drudgery involving heavy physical labour. They are employed in the unorganised sector. The majority of female workers are in the unorganised sector. This is also linked with their lack of training programmes in agriculture, polytechnics, engineering, technical and industrial training. There is a need to expand training in non-traditional occupations and to provide training in Annexures 27.1 and

GY

the women's development with repeated physical workload, lack of social and a preponderance of lack of independent economic assets. The strategy of education employment and dependent on the family. In addition, the voluntary norm has to be pro-

approach is of the family as a unit. In this approach, special attention to women members will be given. The family change from family to a unit of production over time to time. But for the family to continue to be one of the units of production. Hence, the economy with specific attention to women and family planning will be a key aspect of the family strategy.

and analyse the background view of the problem, the strategy and areas is necessary. The strategy is misleading, e.g., the strategy is 22 per cent against the strategy.

ations and agencies gen-

erating substantial employment opportunities to look after the women's interests are helpful but have a limited role. It is more important to create a general awareness and understanding of the problems of women's employment in all the top policy and decision making and executive personnel. There is also the special problem facing women like the preference for male children for social and cultural reasons. This will require awareness, understanding and action. The best way to do so is to educate the children, orient the teachers, examine the text books and teaching-aids and ensure that the next generation grows up with new thinking. As it is not enough to wait for them, non-formal education of men and women is necessary as an immediate short-term measure. Both men and women need education in home science so that the concept of symmetrical families can take root.

27.18 In order to take coorrective measures as the programmes are implemented, the statistical data of physical achievement in beneficiary-oriented programmes will have to be collected by sex. The implementation of programmes would be reviewed from time to time.

27.19 Economic independence would accelerate the improvement of the status of women. Government would endeavour to give joint titles to husband and wife in all development activities involving transfer of assets. This would be taken up for implementation to start within programmes like distribution of land and house-sites and beneficiary-oriented economic units.

27.20 Voluntary action has a key role to play in mobilising public support against social prejudices. Hence its strengthening at the grassroot level will be necessary. Such organisation of voluntary action is necessary for creating a proper climate for the introduction of social legislation as well as for its effective implementation and the provision of legal aid.

27.21 For promoting adequate developmental efforts for women at different levels and creating needed channels for women to participate effectively in decisions that affect their lives, grassroot level organisations should be promoted. Mahila Mandals and other voluntary agencies would be encouraged to take up socio-economic programmes for providing wages and self-employment in rural areas. They would be linked with cooperatives and federations for marketing of products. Adequate attention should be paid to offer technical and managerial assistance to these agencies so that they would prepare viable economic projects for attracting institutional finance and market their products. Marketing, being crucial to the programme, the arrangements would need to be reviewed.

welfare Board would continue to extend support, both to primary agencies, particularly to the programmes of the Central Board of individual development so as to optimise the benefits intended for women.

At different levels would be the responsibility of the implementing agencies for various social legislations, Child Marriage Restraint Act, etc. The National Council of the Prime Minister will have a leadership in this field.

A special cell for increasing the minimum wage and self-employment is part of the proposed five-year plan for planning and employment.

In order to improve data base for the proposed Coordinated, evaluation, and monitoring programmes would need to be developed to reduce drudgery in data collection.

Universalisation of elementary education directed towards higher education in schools. This would be linked to the schools to be established since otherwise they would look after the younger children of mothers at work. It is important to do work for girls out of the family's income. Text books and stationery would need to be effectively distributed. If necessary, would be necessary, would be necessary to encourage girls education. Teachers would also also be encouraged in girls' schools/colleges to have greater participation of women. Admission policies will be to encourage enrolment of women in primary, secondary, vocational, agricultural, veterinary, fishery and training, women's extension stream along with men.

A special programme would be developed to bring low female literacy

rates Special non-formal educational programmes will be introduced for girls in the age group 15—20 years who could not complete formal schooling earlier. Every effort will be made to ensure that at least 1/3 of trainees under the TRYSEM programme are girls. Special Krishi Udyog and Van Vigyan Kendras will be established for women.

27.28 For boosting the programmes for education of women belonging to backward classes the number of girls' hostels would be increased. The rates of post-matric scholarships for different courses are higher for girls as compared to boys. This scheme would be further expanded to provide larger opportunities for girls. Instead of increasing separate women's polytechnics, which were developed as multipurpose institutions for imparting training in arts, crafts, etc., co-educational institutions would be encouraged as far as possible.

Health

27.29 In health, provision will be made for continuing and expanding the maternal and child health schemes including ante-natal, natal and post-natal services, training of popular 'DAIS' who are already practising in every village so as to reduce the maternal and neo-natal deaths and complications. Training capacity for ANMs would be further augmented to meet the requirement of sub-centres. Experience reveals that ANMs posted in rural areas are not able to adjust to the local conditions due to lack of familiarity with the socio-cultural situation, accommodation and security. To overcome these field problems, efforts would be made to select girls from local areas, relax minimum educational qualifications, raise upper-age limit and give preference to widows or deserted women. In almost all the hospitals, the nursing personnel are mainly female. The training facilities for them will be expanded. Family welfare programmes will receive high priority. Sustained effort would be made to create consciousness, acceptance and demand for this programme. Co-operation of the voluntary organisations would be sought for disseminating relevant health and family planning information and for launching a national movement for population stabilization.

27.30 Effort would be made to expand the minimum health facilities integrated with family welfare and nutrition. The nutritional status of a child at birth is influenced by the nutritional status of his mother. It is well documented that a vast majority of pregnant and nursing mothers, especially belonging to the low socio-economic group, live on diets which are inadequate. The high incidence of pre-maturity, low birth weight of babies and

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view of the importance
maternal nutrition status
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onal maladies of each

ant means of achieving
men would be to secure
ent opportunities. Areas
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and corrective measures
venues for employment.
larger employment for
istribution system, rural
Dairy Development and
rces. Modernisation of
n such as spinning and
ashew, rural marketing,
nd fishery, etc., would be
taneous development of
loyment for them.
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g involves extremely
ork which is injurious to
projects on women's

nursed vigorously. Creches would be established in the
roses for working women. State and Central
Government offices, public sector undertakings,
residential colonies and project sites. Creches will have to
be designed for regular establishments as well as for
agricultural, construction and migrant labour families. In
rural areas this would be linked up with the scheme of
NREP. The implementation of the Equal Remuneration
Act would be reviewed and appropriate measures
introduced for their effective functioning. Measures would
be taken for the payment of wages, salaries earned by
women directly to them.

27.34 The specific needs and problems of self-
employed women will be identified and steps taken to
extend appropriate support to self-employed women like
street vendors, petty shop-keepers, weavers, etc.

27.35 A major step to be taken to promote female
employment would be to expand and diversify the
education and training opportunities available to women.
Bias is often at work to prevent women from joining
certain types of education and training in sufficient
numbers. Appropriate training facilities would be
initiated for the skill-development of women job seekers
to promote their employability including self-
employment. They would be eligible for employment and
training in all fields provided they fulfil the required
qualifications. Under the Apprenticeship Training
Scheme, placement of increased number of women
trainees would receive special attention. Under the
Vocational Training Programme for women, rural
training component and setting up of more regional
institutions are envisaged. The national scheme of Training
of Rural Youth for Self-Employment (TRYSEM) is
expected to cover a large number of rural women. These
would also be expected to facilitate the removal of skill
constraints and biases working against the recruitment of
women trainees. A fair share of stipends, hostel seats, etc.
would be made available in order to facilitate rapid
growth in the number of female trainees. As an incentive,
special prizes and awards may be instituted for women
trainees or students in recognised institutes. The
programmes would be integrated with production
activities.

Social Welfare

ld be supported so as to
oyment. Enforcement of
g up creches would be

27.36 The coverage of the programme of hostels for
working women would be stepped up with emphasis on
making this scheme a self-financing project as far as
possible. Measures for re-entry of women who go out of

raising her families would be considered. Provision of part time jobs in an organised manner and arrangements for keeping the records specially in science and technology related. Training and rehabilitation schemes need of care and protection would be facilitate their absorption into the normal economic life. Institutional services would selectively to provide shelter to the most vulnerable category only. The socially and handicapped women would be helped to take the services provided under social defence and the sub-sectors of social welfare. However, the trades under the training under various institutions would have to be make their rehabilitation successful.

Primary, the major thrust of the VI Plan in the area of women is their economic upliftment and opportunities for salaried, self and wage

employment. For this purpose appropriate technologies, services and public policies will be introduced. The technological package will include imparting new skills and upgarding existing skills. The services package will pay attention to training and credit needs and to marketing. The public policy package will include measures in the area of ownership rights, enforcement of wage laws and employment impact assessment with reference to the employment of women in development projects. Women's organisations will be assisted to grow in effectiveness. Specific attention will be paid for the removal of socio-economic biases resulting in the neglect of female children and women. Measures for their improvement of health and nutritional status will be strengthened. Programmes relating to education, health, nutrition and employment would no doubt go a long way in the removal of social disabilities facing women. However, the improvements in the socio-economic status of women would depend to a large extent on the social change in the value system, attitudes and social structure prevailing in the country.

Annexure 27.1

in level-wise participation of women in Labour Force and unemployment among them in 1977-78 as revealed by 52nd round of NSS.
(Principal activity rural-States)

Category	% Share in Labour force		Labour force Participation Rate		Unemployment Rate	
	(2)		(3)		(4)	
Rate	88.11	(55.01)	34.19	(67.56)	4.04	(0.60)
Rate and upto Middle School	10.68	(39.33)	16.01	(57.56)	13.16	(2.75)
Secondary School	1.02	(4.64)	33.63	(75.27)	45.84	(13.01)
Quate and above	0.19	(1.02)	55.54	(89.00)	44.81	(19.72)
ALL	100.00	(100.00)	30.51	(63.67)	5.52	(2.22)
Rate	25.83	(22.09)	23.18	(60.39)	7.88	(2.16)
Rate and upto Middle School	35.49	(50.85)	9.03	(53.84)	25.65	(6.57)
Secondary School	25.71	(18.38)	22.26	(72.27)	42.37	(10.03)
Rate and above	12.97	(8.68)	43.64	(88.02)	35.92	(9.31)
ALL	100.00	(100.00)	17.06	(16.12)	17.76	(6.48)
RBAN						
Rate	52.59	(48.43)	32.88	(66.84)	4.37	(0.74)
Rate and upto Middle School	28.56	(41.63)	13.49	(56.60)	16.18	(3.69)
Secondary School	13.78	(7.39)	25.80	(73.75)	43.78	(11.56)
Rate and above	5.07	(2.55)	45.36	(88.33)	37.49	(12.63)
ALL	100.00	(100.00)	27.83	(62.92)	7.01	(3.07)

in brackets represent the male participation rate.

Annexure 27.2

Industry-wise Employment of women in the organised Sector (As on 31st March, each Year)

Industry Division	1971		1979	
	Number of Women Employed	Proportion of Women to Total Employed	Number of Women Employed	Proportion of Women to Total Employed
(1)	(2)	(3)	(4)	(5)
	(000)	(Percent)	(000)	(Percent)
Culture and Allied Activities	405	37.6	581.6	35.9
Mining and quarrying	54	8.9	85.8	9.64
Manufacturing	422	9.0	573.3	9.78
Electricity, Gas and Water Supply	16	3.7	13.4	2.0
Construction	56	5.9	59.0	5.29
Trade and Commerce	29	5.0	20.7	5.46
Transport, Storage and Communications	44	1.9	67.9	2.54
Finance, Insurance, Real Estate and Business	865	13.4	66.0	7.78
Health, Social and Personal Services	(included in Item 8)		1194.2	15.56
	1891	11.1	2760.8	12.4

Directorate General of Employment and Training.

onal Committee on Role and
men in Agriculture and Rural
'80 Government of India,
re, New Delhi.

Report of the Working Group on Personnel Policies
for Bringing Greater Involvement of Women in
Science and Technology 1981, Government of India,
Ministry of Social Welfare, New Delhi.

signed between the Ministry of
ion, Government of India and the
ganization (UN) to prepare a
l Analysis on the Role and
n in Rural Development'. The
as women in rural setting and
lanned development and rural
' of rural women, emerging issues
and recommendations.

ations those mentioned in the
so included. The report focused
rural women as beneficiaries of
al programmes, provision of
for rural women, promotion of
prieate technology to reduce
improve local environ, and
m to land ownership. Other
ed promoting village level
al women, establishing
r research and training in rural
reasing representation of rural
decision making and advisory

A working Group was set up by the Ministry of Social
Welfare on 'Personnel Policies for Bringing Greater
Involvement of Women in Science and Technology'. The
purpose was (i) to review the extent of participation of
women in scientific establishment at different levels; (ii) to
consider the needs and difficulties of women scientists that
may act as constraints in their fuller participation; and (iii)
to suggest suitable measures for facilitating and
promoting greater involvement of women in Science and
Technology

While acknowledging the necessity of personnel
policies for increasing the participation of women in
science and technology, the Group felt that it was also
necessary to pay attention to the contribution that science
and technology should make to improve the life and
status of women. For instance, attention should be paid to
development of low cost efficient fuel system, household
solar cookers, solar drying equipments, simple
technologies for household work, planting energy forests,
coal utilization, energy storage, survey and screening of
medicinal, aromatic and other economic plants, and
technologies relevant to women's needs.

provides for equal rights
men and makes special
improve their status in
tments have been put on
various constraints which
ite of these measures,
n different spheres, espe-
literacy rate has consist-
as urban sectors. In rural
female population lives,
96 per cent. The urban
er cent. The literacy rate
r cent in Kerala to only
ere are many reasons for
ure.

men in society at large is
required attention. Due
order, women are con-
nment. Differences are
and nutritional status of
eys have indicated high
ales compared to males.
e subject to neglect in
re. Statistics from prim-
lt women do not gener-
n. Maternal mortality
umber of studies have
of children suffer from
r's poor health contri-
among rural women is
per cent, leading to low

nsus only 14 per cent of
the country fall in the
id economic activities of
through work in the
rted in the census. An
value of unpaid house-

hold work constitutes 25-39 per cent of the total gross
national product in developing countries.

14.4 Women play an important role in agricultural
production, animal husbandary and other related activi-
ties such as storage, marketing of produce, food processing
etc. Apart from these, they spend almost 10-12 hours per
day doing household chores including fetching of water
and gathering of fuel. Large number of female labour are
engaged in the plantation sector. About 54 per cent of
rural women and 26 per cent of urban women are engaged
in marginal occupations in order to supplement the family
income by collection of fish, small game, firewood, cow-
dung, maintenance of kitchen gardens, tailoring, weaving
and teaching but the quantification of this activity, in
terms of work-hours contributed, or its income generating
equivalent was not attempted or recorded.

14.5 Recently a declining trend has been observed in the
employment of women labourers. Some of the new tech-
nologies have displaced women from many of the tradi-
tional activities. The incomes of the poor households are
supplemented by women, although they have to face
many problems due to family responsibilities, limited
mobility and social restrictions. The Green Revolution
has led to increased demands for casual labour disposses-
sion of small landholders from their land and conse-
quently, pushing out of women from such small
landholding to become wage earners. Though many of
the tasks performed by males are getting mechanised; the
women continue to toil in labour intensive jobs like rice
transplantation, cleaning and storage of grain in post-
harvest operations, picking of leaves and fruit, handshel-
ling groundnut, picking out common-seed etc. Women get
limited job opportunities in modern occupations/trades
as they do not have access to the training required for new
technologies. In many areas where multiple crops are
grown, the workload of women has increased. In industry
women continue to be employed mostly on unskilled jobs
The average earning of a regular salaried woman worker
continues to be less than that of a man.

in the rural scene is the
to large scale migration
ban areas. The woman
of the household and
care of children and also
er income is inadequate
re is tension in the family
are mostly irregular as
and many temptations)

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the matter of science
omen being engaged in
posure to science and
enefit of women, has yet
ed to structure courses,
(literacy-based) media,
health care, nutrition
simple-to-follow tech-
ally from water-borne
g, oral rehydration ther-
chment and for a bal-
ple natural foods and
echnology are required
ormance of other house-
onsiderable reduction in
aved could be used by
f their knowledge, skill

al a lack of awareness
s legislations and pro-
the benefit of women.
tion, to a great extent
dio, TV and other mass
ed them to information
exposure has not yet
s to the desired extent
ed in loosening the hold
l mores. The significant
h vital areas as attitudes
are as well as nutrition
tion of infant mortality;
many skilled jobs in
areas like medicine and
informatics, education
n and in improving the
asped fully by society at

Sixth Plan Review

14.9 During the Sixth Plan, a variety of programmes were taken up under different sectors of development to ameliorate the working conditions of women and to raise their economic and social status.

14.10 A special cell created in 1976 continued to look after the employment of women and monitor the implementation of the equal Remuneration Act, enacted to provide for wages equal to those of men for work of similar nature. Three regional vocational training centres one each at Bangalore, Bombay and Trivandrum, and a National Vocational Training Institute at New Delhi, with a total annual intake capacity of 600 women trainees, were set up by the Directorate General of Employment and Training (DGE & T). A part from these 144 Industrial Training Institutes (ITIs) exclusively meant for women were functioning in different States by the end of the Sixth Plan. The intake capacity in these institutions is 11,200 per annum.

14.11 In the Rural Development Sector, the Integrated Rural Development Programme (IRDP) accorded priority to women heads of households. On the whole women comprised 7 per cent of the beneficiaries covered under the IRDP during the Sixth Plan. A decision was also taken that a minimum of one third of the beneficiaries under TRYSEM would be women and thereby about 3.27 lakh women constituting 34.8 per cent of the total number of beneficiaries were trained. A new scheme, namely "Development of Women and Children in Rural Areas" (DWCRA) was started in 1982-83 as a pilot project in 50 blocks of the country. Women who were not in a position to take advantage of scheme under the IRDP Programme were organised into homogeneous groups of 15 to 20. Each such group was provided training in a chosen economic activity along with necessary infrastructure. Such activities included weaving, fish vending, broom and rope making, brick making and pickle making. Training was also given in candle making and in baking. The scheme has proved quite popular. Over 1900 groups were formed and trained, benefiting about 30,000 women during the two-year period, 1983-85.

14.12 The scheme of Krishi Vigyan Kendras introduced for bridging the gap between the farmer's knowledge and available technology also covered women. Eight home science colleges for women attached to agricultural universities were set up to provide training and research facilities.

concerted attempt to
decision to confer joint
development activities
distribution of land and house

girls into elementary and
sponsored scheme was
financial assistance to
for establishing non-
only for girls. Financial
ment of women teachers
are provided to States at
for encouraging girls to
books for elementary and
a view to vocationalising

total non-enrolled child-
are girls. In the age group
girls had been enrolled for
rate for girls both at the
of education continues to
the primary classes, early
children in the age group
primary schools for the
Plan in rural and back-
provided creche facilities
ending primary schools.
tribe girls continued to
ric scholarship as com-
to girls included free
additional fillip to higher
separate universities for
the States of Tamil Nadu

taken up for women in
ing education in subjects
and family planning. The
like teaching, sewing,
awareness and functional-
nature. The enrolment of
Education Programme in
89 million, the coverage
total enrolment. Besides,
and under the programme
Women", implemented by

Science and Technology for
activities was taken up. Pro-

jects were sponsored for development of smokeless chul-
lahs, use of solar cookers, setting up bio gas plants and
devices for improving the water purification system. New
programmes which had a bearing on the overall economic
development of women and reduction in their drudgery
have been identified, such as improved agricultural
implements for farming in hill areas, better methods of
sheep-rearing and wool-spinning devices for women. Sev-
eral technologies were developed in the areas of transplan-
tation, post harvest activities, fish-cum-paddy culture,
processing of rice products, fish processing, pearl culture
and in the cashew and coir industry. Research and devel-
opment activities were taken up to minimise physical
discomfort to orthopaedically handicapped women while
working on handlooms

14.18 Added impetus was given to the training of
women in instrumentation technology for repair and
maintenance of electronic equipments in offices and hospi-
tals. In certain areas of West Bengal, tribal women were
trained in making blocks from stone chips, in bamboo
craft and rope making. Tribal women were also trained as
rural health workers in Maharashtra. With a view to
training women in identification of herbs of medicinal
value and cultivation and preparation of standardised
medicinal formulations, experiments were conducted on
vegetable gardening in courtyards and on rooftops. Stu-
dies were undertaken to assess the incidence of bronchial
asthma and skin diseases amongst women engaged in
sericulture.

14.19 A report was brought out on "Occupational and
Environmental Health Problems of Indian Women", con-
taining detailed information on the health hazards to
women in different occupations. Also, a film, "Science
and Technology for Women", is under preparation.

14.20 A number of technology demonstration-cum-
training centres at selected focal points all over the coun-
try were set up by National Research Development
Corporation (NRDC) to provide expertise and resources
to women entrepreneurs in respect of new technologies
relevant to their daily needs and economic enterprises.
Low-cost industrial technologies were also developed,
relating to food products, post-harvest operation, domes-
tic aids for pure drinking water, educational toys, low-cost
latrines and improved chullahs. A number of projects on
agro-waste compaction, machines for converting agricul-
tural waste into fuel and other technologies relating to
food, chemicals, drugs and pharmaceuticals, energy and
fuel, building materials, were taken up by NRDC. A

technologies for women published

by the University Grants Commission to women's participation in technology by enhancing opportunities for women scientists to

been taken to improve their status. Nutritional intervention for a group of women, namely, those belonging to the weaker sections. Under the Integrated Child Development Scheme (ICDS), special nutrition for pregnant and nursing mothers. More than 1.2 million such women benefited under the programme.

Expanding maternal and child health services including training of health workers, women as auxiliary health workers, educational qualifications for health workers at the seventh standard level, educational qualifications at the higher secondary level, age limit of training for health workers, programmes against anaemia, and lactating mothers were provided. Tablets were distributed to pregnant women and nursing mothers. Administered to about 36

programme, the couple have reached 36.6 per cent. Worth mentioning that the fall in infant mortality rate from 148 in 1972 to 93 in 1981. The fall in mortality rate was as rapid as compared to the infant mortality rate. Infant mortality is still too high. Inter-State differences are still too large. The sex ratio declining upto 1971 had been 933 in the 1971 Census, the sex ratio rose to 933 in the 1981 Census. The rate of 4.17 per thousand was disturbingly high.

are taken up in the social and needy women. By various organisations were assisted

in the construction of 344 hostels for working women. Nearly 3000 women were given training in skills in modern industries and provided employment under the scheme 'Employment and Income-Generating Training-cum-production Centres for Women'. Condensed courses of education and vocational training courses were organised by a number of voluntary organisations benefiting 1,11,000 women. Under the 'socio-economic programme' 3589 units were sanctioned, with a coverage of 47,011 women. The scheme of "Assistance to women in distress" covered only 9,260 women through 267 vocational courses in non-traditional trades with the aim of making these women economically independent.

14.26 For creating increasing awareness of the role of women in development and the need for improvement of their status, various media units under the Ministry of Information and Broadcasting presented appealing programmes on social and economic problems and other related issues faced by women.

14.27 To mould public opinion against atrocities on women, a number of interviews and discussions were held with legal experts, social workers and officials of women's organisations. All India Radio in collaboration with different State Governments and assisted by UNICEF, organised twelve radio workshops on maternity and child care. The various Doordarshan Kendras also included in their programmes messages pertaining to the status of women. Audience programmes for rural people and industrial workers were also telecast. The Press Information Bureau took up a programme of mass education and information to promote positive social attitudes towards women and motivate people to fight social evils like dowry, child marriage, drinking, etc. A booklet entitled 'Status of Women' was published by the Directorate of Field Publicity. The Song and Drama Division of AIR took up programmes for women's upliftment. The Film and Television Institute of India prepared programmes highlighting women's problems and development schemes for them.

SEVENTH PLAN : OBJECTIVES AND STRATEGIES

14.28 The long-term objectives of the developmental programmes for women would be to raise their economic and social status in order to bring them into the mainstream of national development. Due recognition has to be accorded to the role and contribution of women in the various socio-economic, political and cultural activities

14.29 In the Seventh Plan, the basic approach would be

women and bring about an era for development as also the various mass communities extensively in this task. It is also intended for strict enforcement and also to prevent harassment. Voluntary agencies and NGOs will be fully involved in launch-operations to combat these evils. An inter-agency approach would be adopted on health, nutrition, application and other related aspects. Efforts would be made to generate activities and to actively involve women in socio-economic programmes. The curricula will be modified to benefit girls in elementary education courses, formal as well as non-formal, given high priority.

Science and technology stress would be used to reduce the drudgery involved in household work. It would be utilised for development training would be ensured. The beneficiary-approach in various sectors of development would be re-oriented so that the maximum benefit of such programmes is availed.

Flow of information and related programmes for women in a systematic manner.

The Seventh Plan, sustained efforts and measures, would ensure 100 per cent coverage in education upto the age of 14 years. Assistance to Voluntary Agencies (pre-school) centres and "aided schools" would be given. Innovative models suited to the needs of the ICDS blocks. Education would be made available to the girl child. The prejudices and socio-economic factors taken up on a wider scale. Out-of-school children are to be enrolled and retain girls in schools and for children belonging

to scheduled castes, scheduled tribes and other weaker sections. At the elementary stage education has been made free for girls in all States and UTs. Priority would continue to be given to women in teachers training programmes to increase the availability of trained women teachers and thereby to enhance girls enrolment and retention in schools. Incentives like uniforms, free textbooks and attendance scholarships would be continued to the needy girls in all schools.

14.33 Non-formal elementary education would be expanded to benefit girls in the age-group 6-14 years.

14.34 Under the Adult Education Programme, apart from increasing the coverage, the educational content of the programme would be modified to incorporate new value systems in the community regarding the role of women in the family and community.

14.35 The Seventh Plan envisages, among other schemes the preparation of district level plans as a mass movement with local community participation both for activating and implementing the literacy programmes, and the creation of special mechanisms to monitor the progress of implementation at State level. Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP), Training of Rural Youth in Self-Employment (TRYSEM) and other such programmes would have a component of functional literacy for women beneficiaries.

14.36 Talented girls would be encouraged to pursue higher education. It is also proposed to expand the "Open Learning Systems", including correspondence courses for them.

14.37 In order to promote technical and vocational education for girls, more women's polytechnics would be set up and programmes for vocationalisation of education would be expanded.

14.38 To boost education among the girls of the scheduled castes and scheduled tribes, additional facilities would continue to be provided under the "Development of Backward classes" sector. Girls above the matriculation stage would get higher scholarships stipends than those for the boy students. Financial assistance is envisaged for construction of hostel buildings for girls at district level and for purchase of equipment furniture, utensils, books and periodicals in these hostels.

14.39 Under the National Sports Policy, participation

aries would be encouraged. Identification of sports stars, made for sportsmen, support for raise standards of their lives. Besides, schemes for folk and hill arts and culture strengthened.

Sector, the major thrust is directed towards the maternal and infant morbidities. Emphasis will be placed on health which will give considerable preventive and educational services. Providing tetanus toxoid to ante-natal care will be provided. Close linkages with health centres in order to make a family welfare service available to women in the reproductive age group. Strengthening health centres at the district level. A sizeable proportion of health services for women and children. The provision of health services to the population below 5000 persons per health centre. Supplementation of iron and folic acid tablets for bridging the health care gap as well as for training of birth attendants. Health centres would be expanded to promote health services. Health infrastructure facilities, voluntary agencies, women's organisations and health workers' knowledge about simple health services. Women would also be encouraged regarding the health services. Knowledge about the health services and its impact on the health and life of the population will be disseminated widely. It should include the demographic changes of the present adverse situation and will be publicised.

Factors: Special attention will be given to training skills of women and to develop the programmes of health development, fodder production, application of pesticides,

and giving a good grafting farmers training in horticulture. Special provision for social forestry. Horticultural research and development programmes would play a significant role in economic and nutritional progress particularly with respect to the problem of under-nutrition of pregnant women and nursing mothers and their children.

14.42 (ii) *Rural development:* The Integrated Rural Development Programme meant for the poorest in the rural areas, has been formulated for creating assets with a view to increasing the productivity and income-generation ability of the beneficiaries in a specified period of time. The programme has been extended to all the 5092 development blocks in the country during the Sixth Plan. About 20 million beneficiaries would be covered during the Seventh Plan. This would include 50 per cent of the old beneficiaries who may require a second dose of assistance at an average rate of Rs. 500/-. The new beneficiaries, however, would receive an enhanced rate of subsidy of Rs. 1333/-. The scheme covers landless labourers, small and marginal farmers, rural artisans and other workers like fishermen. Efforts have been made under this programme to select households headed by women beneficiaries. This approach will be continued during the Seventh Plan, and importance would be given to achieve a larger coverage of women. Households headed by women would account for at least 20 per cent of the coverage. The scheme of DWCRA would be strengthened and modified in order to ensure that the benefits reach the target groups.

14.43 The National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Scheme (RLEGP) would generate additional employment in rural areas during the lean season. Stress would be laid on giving adequate employment to women beneficiaries under these schemes.

14.44 Under the programme of TRYSEM, 40 youths in the age-group 18-35 years per development block are identified and provided training in vocations which may enable them to set up self-employment ventures. About one third of the beneficiaries under this programme are expected to be women.

14.45 (iii) *Land reforms:* The scheme for providing financial assistance to the Assignees of Ceiling Surplus Land (ACSL) obtained from the implementation of land ceiling laws is under operation since August, 1975. The Central assistance for this scheme is intended to enable allottees to buy inputs and other necessary wherewithals for cultivation. This policy will be oriented to confer benefits on a larger number of households headed by women.

and other sections of the usufruct rights to grow etc.

or undertakings would be industries in collaboration with development projects. Increased employment attempts would also be made to widen beneficiaries under Programme (EDP) and

Industries: The schemes, technologies and the induction of training would of the specific training entrepreneurs will be widened in with the technical know-prises. The number of also be increased. Rural technology and training expanded. These organisations special training courses The training would be schemes like IRDP, TRY-grammes for women by development centres small industries services nined. A massive programme, managers, supervisors to be taken up to expand tion of skilled employment these schemes will be

stries centres (DICs) will tion of groups of women g information relating to e nature of support that tal agencies.

provisions in terms of industrial sheds are being rs. As this facility is not to set up mini-industrial n a much larger scale. ots at subsidised rates to nd/or employing female

ustries Corporation and

other apex organisations would extend support for marketing, product design and financial support for raw material procurement. Concessional financial requirements will also be considered for meeting fully the working capital requirements and for providing margin money for seed capital. The distinct and unique role assigned to the handloom sector will be preserved and several measures would be initiated both for consolidation and expansion of this sector.

14.51 Under the programme of training of workers and entrepreneurs, women beneficiaries will be given importance. Women are expected to obtain sizeable employment under this sector. Coir making, sericulture and small scale industries are some such sectors which offer great potential

14.52 (vi) *Khadi and village industries:* During the Seventh Plan the employment coverage under khadi and village industries is likely to increase from the present 3.80 million persons to 5.86 million persons. A considerable proportion of this additional employment will come to women and the percentage share of women is expected to increase from 46 to 48 per cent during the Seventh Plan.

14.53 (vii) *Other measures:* Efforts will be made towards creation and promotion of equal employment opportunities for men and women. Implementation of the Equal Remuneration Act will be strengthened to ensure that women workers are paid wages as prescribed in the Act from time to time. Studies would be sponsored to examine whether equal remuneration under the Act is related to work outputs under different sectors of employment. Similarly studies will be undertaken on the implementation of the Factories' Act 1948, the Plantation Labour Act 1951 and the Mines' Act of 1952 to assess whether the interests of women are adequately protected. Areas/sectors where women's employment is low would be identified and measures for improving their prospects will be taken. Emphasis will also be placed on the study and identification of factors that hinder women's employment. Special agencies will be set up for extending credit facilities for self-employment and home-based workers. Relaxation of age limit for women for entry into government services and public sector undertakings will be considered. Avenues for creation of part-time employment for women will also be explored.

14.54 *Science and technology:* Programme on 'Science and Technology for Women' would be further strengthened to identify, formulate, sponsor and implement research and development, demonstration and extension

cial emphasis on providing opportunities for employment in rural areas

programmes at different levels such as school graduates, school drop outs and strengthened and expanded, for skill training. Besides, skill manuals and training materials for agriculture, animal husbandry and other occupations would be prepared to provide independent employment and income opportunities. Voluntary organisations would be encouraged to use local based technologies to the target population. Feedback regarding the acceptance and in the identification of factors for transfer of technologies. Under the scheme, the possibility of setting up demonstration proved agricultural tools would be identified, preferences and technologies are actively developing developmental programmes for rural women.

Programmes would continue to be developed in polytechnics and other institutions in areas such as repair and maintenance of television and other electronic appliances, manufacture of PVC reinforced plastics etc. Involvement of voluntary agencies and home science

extension programmes for women in rural areas are meant to supplement existing efforts. Under other development programmes envisaged of the Government, it has been found useful in skill training for gainful employment among rural women through specialised agencies such as Women's Development, Industry and

Welfare Board would coordinate voluntary organisations to generate income generating units under the scheme for the benefit of needy women. Efforts would be made to improve the production, technical and marketing aspects of public undertakings/enterprises and voluntary organisations for support, extension and employment opportunities on a sustained basis

with a focus on diversified occupations and inculcating new skills required by the job market. Grants would also be given for organising condensed educational and vocational training courses for adult women so as to improve their employment prospects. Short duration training courses (not exceeding one year) in non traditional trades would be expanded for rehabilitating women in distress and their dependent children. Construction expansion of hostels for working women from low-income groups will be accelerated with a view to provide accommodation with improved standards of service at reasonable cost. The possibility of involving the inmates in the management of these hostels would be explored. The scheme of training of rural women in public cooperation will be extended to develop leadership qualities among them and to involve them in the developmental activities of the country.

14.59 A new scheme namely, Women's Development Corporations would be taken up for promoting employment generating activities by supporting schemes for women's groups and women from poorer sections of society. These corporations would identify potential areas of employment and assist beneficiaries in project formulation raising the requisite finances and marketing of their products. A Women's Development Planning and Monitoring Cell will be set up for collection of data and monitoring of Plan programmes. Provision has also been made for a few innovative schemes/projects which if found successful would be replicated.

14.60 *Voluntary Organisations:* At present the effort by voluntary agencies is rather uneven, and is mostly concentrated in the urban areas. These agencies have to be stimulated to extend their programmes to rural, hilly and backward areas. They would be encouraged to create public opinion against social evils like child marriage, dowry, illiteracy and atrocities on women. Sustained effort would be made for increasing the age at marriage of girls and for improving the adverse sex ratio. There is lack of awareness about the existing social legislation to protect the interests of women. Voluntary agencies would be supported to undertake educational work and bring in awareness among women regarding their rights and privileges. They would also be associated in extension activities.

14.61 The voluntary organisations would be involved in delivering the "Messages" on preventive and promotive health and social and nutritive care for women and children. It has been well established that blindness, leprosy,

accidents, drug addiction and prostitution. Large numbers of our population. Instead of sums on therapeutic and rehabilitative (mostly for those affected), emphasis preventive care. Voluntary agencies, educational and training centres would be involved. Take up various activities for promoting awareness in a planned and coordinated manner. Use of films, documentaries, literature and mass communication and deployment of various channels of communication by these agencies would be fully supported. Besides, set up programmes of vocational training for boys and girls from poorer sections on a large scale. To enlarge and improve the avenues of employment. There is an urgent need for public conven-

iences for women at those bus stands, railway stations, theatres and market places which lack this amenity. Voluntary agencies would be encouraged to take up this work in a big way.

Monitoring

14.62 A proper monitoring mechanism will be developed to ensure optimal utilisation of facilities meant for women under different sectors and to minimise leakages. The special cells which are being set up in the Ministries for this purpose will be strengthened in order to ensure proper monitoring and coordination of different schemes. Steps will be taken to strengthen the machinery for monitoring progress of various schemes at State and district levels.

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Education for Women's Equity Part IV

S

Policy will lay special emphasis on the
ities and to equalise educational oppor-
ing to the specific needs of those who have
ality so far.

will be used as an agent of basic change in
man. In order to neutralise the accumu-
of the past, there will be a well-conceived
f women. The National Education Sys-
positive, interventionist role in the empower-
. It will foster the development of new
designed curricula, textbooks, the train-
tion of teachers, decision-makers and
nd the active involvement of educational
will be an act of faith and social engineer-

ing. Women's studies will be promoted as a part of various
courses and educational institutions encouraged to take up
active programmes to further women's development.

4.3 The removal of women's illiteracy and obstacles
inhibiting their access to, and retention in, elementary
education will receive overriding priority, through provi-
sion of special support services setting of time targets, and
effective monitoring. Major emphasis will be laid on
women's participation in vocational, technical and profes-
sional education at different levels. The policy of non-
discrimination will be pursued vigorously to eliminate sex
stereo-typing in vocational and professional courses and
to promote women's participation in non-traditional
occupations, as well as in existing and emergent
technologies.

on Education 1986 Programme of
ment of India, Ministry of Human
lopment, Department of Education,

of Human Resource Development. for-
nal Policy on Education- 1986" with the
ing new directions to education and to
ges of new economic, social and technical
his document was adopted by the Parlia-
onsequent to this, a Programme of Action
ntation of the new education policy was
ie assistance of 23 Task Forces. Each task
ned a specific subject covered by the
on Education.

me of Action has envisaged that educa-

tion should be used as a strategy for achieving a basic
change in the status of women. The policy placed for
priority on effective universalization of elementary educa-
tion, eradication of illiteracy and skill development in the
15-35 age group, vocationalization of education and prep-
aration of the manpower needed for the development
process, and scientific and technological research.

The recognition of the content and processes of
education were suggested along the lines of national
values. Abstracts from the chapter on 'Education for
Women's Equality' are enclosed.

SITUATION

educational opportunities to women. The first programme in the education sector. Between 1951 and 1981, the literacy rate amongst women improved from 15 per cent. However, in absolute terms, the number of women have increased during this period to 241.7 million (excluding illiterate women) which is a rise of 57 per cent of the illiterate women. In spite of the efforts made, the Government has not been able to make significant progress towards women's equality.

around programme of elementary education, particularly upto the primary level upto the elementary stage by 1995.

and programme of adult education in the age group 15-35 (whose number is to be 6.8 crores) by 1995.

access to vocational, technical education and to existing and new centres.

realisation of the educational goal that it makes a substantial contribution towards women's equality, and to create cells/units therefor.

END STRATEGIES

Education (NPE) envisages a strategy for achieving women's equality. The National educational policy envisages a positive interventionist role in education. (i) contribute towards women's equality through redesigned curricula and programmes. Women's studies will be promoted. The main features of the strategy will consist of the

education system to plan a strategy for the empowerment of women.

- (iii) To promote women's studies as a part of various courses and encouragement to educational institutions to take up active programme to further women's development,
- (iii) To widen the access of women in programmes of vocational, technical and professional education;
- (iv) To create dynamic managerial structure to cope with the targets envisaged.

STRATEGY ENUNCIATION AND PROGRAMME OF ACTION

EMPOWERMENT OF WOMEN

4. Women become empowered through collective reflection and decision making. The parameters of empowerment are:

- Building a positive self-image and self-confidence,
- Developing ability to think critically;
- Building up group cohesion and fostering decision-making and action;
- Ensuring equal participation in the process of bringing about social change;
- Encouraging group action in order to bring about change in the society;
- Providing the wherewithal for economic independence.

5. The following measures will be taken for the achievement of the above parameters:

- (a) Every educational institution should, by 1995, take up active programmes of women's development built around a study and awareness of the women's predicament and for promotion of communication and organisation among women.
- (b) All teachers and Non-Formal Education/Adult Education (NFE/AE) instructors

as agents of women's self-training programmes NCERT NIEPA Directorate (DAE), SCERTs, SERs (SRCs) and UGC to training programmes of NIE instructors elements enable them to work for women's development and training programmes.

women instructors in education programmes orientation to enable role towards women's

could be developed by voluntary institutions of artists to promote self-image amongst of programmes like skits, wall papers.

be created in which the society will contribute for achieving this National Policy on the important role sphere, clear policy adopted by radio and measures taken to pursue on these lines.

of teachers upto women. This will in the rural areas send girls to the

men is a powerful movement of women values commensurate of women. The will be revived or preparing the medium relating to would also accelerate bias and sex text-books. The would take active assigned role.

- (f) Sensitisation of teachers trainers planners and administrators to women's issues will be taken up as a major programme by NIEPA and appropriate State level agencies, through initial training, in-service training and refresher courses. NIEPA should also have a strong cell for planning and execution of these programmes.

WOMEN STUDIES

6. Women's studies programme has 4 dimensions — teaching, research, training and extension. In teaching, the following activities will be taken up:

- (i) Incorporation of issues relating to women's status and role in the foundation course proposed to be introduced by University Grants Commission for all undergraduate students;
- (ii) Incorporation of the women's dimension into courses in different disciplines;
- (iii) Elimination of sexist bias and sex stereotypes from text books.

7. Under research, the following steps will be taken

- (i) Encouraging research on identified areas and subjects which are crucial in advancing knowledge in this area and to expand the information base;
- (ii) Critical appraisal of existing tools and techniques which have been responsible for the disadvantages suffered by them and where necessary reformation of research methodology.

8. The following measures will be taken under training:

- (i) Dissemination of information and interaction through seminars/workshops on the need for Women's Studies and its role in University education;
- (ii) Orientation of teachers and researchers to handle women-related topics and to incorporate women's dimension into general topics;
- (iii) Workshops for restructuring the curriculum.

9. Under extension, it is proposed to encourage educational institutions to take up programmes which directly

will be a strong element of vocational training in each ITI/RVTI/NVTI/polytechnic. Suitable orientation should also be provided in schools as preparation for motivating the girls to choose non-traditional courses.

Information about credit, banking, entrepreneurship development etc. will be provided by the ITI/RVTI/polytechnics and community colleges along with practical on-the-job training. The implementation of the apprenticeship scheme will be strengthened to increase the participation of women.

Efforts to substantially enlarge the opportunities for women for craftsmen's training, shift systems will be introduced in existing ITIs—one in the morning and the other in the afternoon.

The ITI office should have a separate Directorate of Women's Vocational Training.

Women's access to technical education will be improved qualitatively and quantitatively. A wide choice of trades/disciplines offered to

women at Certificate/Diploma/Degree levels in all types of technical education institutions will be made keeping in view the objective of bringing about women's equality. Necessary incentives, as spelt out in the section of Technical Education will be provided.

MANAGEMENT STRUCTURE AT CENTRE AND STATE LEVEL

19. The interventions and programmes referred to above will be planned, coordinated, monitored and evaluated continuously both at the national and state level. Each of the organisations responsible for the programme will have to be strengthened. The Women's Cell in the NCERT will be revived and strengthened. NIEPA and Directorate of Adult Education will have strong cells to plan and administer Women's training programmes. The Women's Cell in the UGC will be strengthened in order to monitor the implementation of various programmes at higher education level.

20. At the State level, Women's Cell should be set up in all the States with adequate supporting staff to be headed by an officer of at least Joint Director's status.

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re than ten crore of our poor
above the poverty line. Our
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URAL POVERTY

verty alleviation pro-
the poor in every village;

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, handicrafts, village
and improve skills for

s, cooperatives and

2. STRATEGY FOR RAIN-FED AGRICULTURE

We shall:

- Improve the technology for conserving moisture and ensure better management of land and water resources;
- Develop and distribute appropriate and improved seeds;
- Reduce vulnerability to drought through suitable changes in drought-prone area and drought relief programmes.

3. BETTER USE OF IRRIGATION WATER

We shall :

- Develop the catchment areas and improve drainage in basins and deltas;
- Improve irrigation management in com-
mand areas;
- Prevent water logging, salinity and wasteful use;
- Coordinate the use of surface and ground water.

4. BIGGER HARVESTS

We shall:

- Revolutionise rice production in the East-
ern Region and other areas of low
productivity;
- Achieve self-reliance in edible oils;
- Secure greater production of pulses;

cultivation of fruit and
 es for modern storage,
 marketing of agricultural
 and dairy farmers to
 ity;
 ng and sea fishing.

OF LAND

on of land records;
 al land ceilings;
 id to the landless.

PROGRAMMES FOR

es for unorganised
 d industry;
 bolishing bonded
 es in programmes
 onded labour.

ATER

illages;

- Assist local communities to maintain the sources of such water supply in good condition;
- Pay special attention to water supply for Scheduled Castes and Scheduled Tribes.

8. HEALTH FOR ALL

We shall:

- Improve the quality of primary health care.
- Fight leprosy, TB, malaria, goitre, blindness and other major diseases;
- Provide immunisation for all infants and children;
- Improve sanitation facilities in rural areas, particularly for women;
- Pay special attention to programmes for the rehabilitation of the handicapped.

9. TWO CHILD NORM

We shall:

- Bring about voluntary acceptance of the two-child norm;
- Promote responsible parenthood;
- Reduce infant mortality;
- Expand maternity and child care facilities.

10. EXPANSION OF EDUCATION

We shall:

- Universalise elementary education with special emphasis on girls' education;

tent of education at ab

nal education and func-
rammes, including pro-

racy programmes, with
students and voluntary

integration and social
nd instil pride in our

SCHEDULED CASTES & TRIBES

h the constitutional
for the Scheduled
Tribes;

nd allotted to Sched-
uled Tribes:

ment programme;

tial coaching pro-
ove educational

l undertake spe-
rehabilitation of

and adequate
ial component

e fuller integra-

tion of Scheduled Castes and Tribes with
the rest of society.

- Ensure the rehabilitation of tribals dis-
placed from their habitat.

12. EQUALITY FOR WOMEN

We shall:

- -Raise the status of women;
- Enhance awareness of the problems of
women;
- Create mass consciousness about women's
rights;
- Implement a national programme of train-
ing and employment for women;
- Enable women to participate with equality
in socio-economic development and
nation-building;
- Rouse public opinion against dowry and
ensure effective implementation of anti-
dowry legislation.

13. NEW OPPORTUNITIES FOR YOUTH

We shall:

- Enlarge opportunities for youth in sports,
adventure and cultural activities;
- Promote physical fitness
- Involve youth on a massive scale in pro-
jects of national development such as:
-The cleaning of the Ganga
-The conservation and enrichment of the
environment
-Mass education.

young persons in all
and develop their

- Encourage planned house building in urban areas.

noting national inter-
s, secularism and the

16. NEW STRATEGY FOR FORESTRY

We shall:

of Nehru Yuvak

- Grow more trees and raise more forest, with the full involvement of the people;

ial Service Scheme
t Corps.;

- Protect the traditional rights of tribal populations and local communities of access to limewood and forest produce;

encies working for
th.

- Reclaim wastelands for productive use;

- Plant appropriate vegetation in hill, desert and coastal areas.

PEOPLE

17. PROTECTION OF THE ENVIRONMENT

tes to the rural

We shall:

s of house

- Enhance public awareness of the dangers of environmental degradation;

construction of
stes and Sche-

- Mobilise popular support for environmental protection;

materials.

- Promote recognition that enduring development demands preservation of the ecology;

JMS

- Ensure judicious site selection for projects and proper choice of technology.

18. CONCERN FOR THE CONSUMER

We shall:

isting slum

- Bring essential consumption goods within easy reach of the poor;

Build a consumer protection movement

Restructure the distribution system so that subsidies reach the most needy;

strengthen the Public Distribution System.

ENERGY FOR THE VILLAGE

II:

Expand the supply of electricity for productive use in the villages;

Develop alternative sources of energy, particularly bio-gas.

Implement integrated area specific programmes for rural energy.

RESPONSIVE ADMINISTRATION

Simplify procedures;

Strengthen local authority;

Ensure accountability;

Implement monitoring systems from block to village level;

Respond promptly and sympathetically to grievances.

THE TWENTY POINT PROGRAMME-1986

1. Attack on Rural Poverty
2. Strategy for Rainfed Agriculture
3. Better Use of Irrigation Water
4. Bigger Harvests
5. Enforcement of Land Reforms
6. Special Programme for Rural Labour
7. Clean Drinking Water
8. Health for All
9. Two-Child Norm
10. Expansion of Education
11. Justice to Scheduled Castes and Scheduled Tribes
12. Equality for Women
13. New Opportunities for Youth
14. Housing for the People
15. Improvement of Slums
16. New Strategy for Forestry
17. Protection of the Environment
18. Concern for the Consumer
19. Energy for the Villages
20. A Responsive Administration

Expert Committee on Women Prisoners
stituted in order to identify the gaps in
existing facilities and services and to
ane policy towards women offenders.
f reference of the Committee were to:

ures for the handling of women
entention or custody.

itions governing the treatment of
lers in policy lockups and penal and
stitutions.

fficacy of institutional and other ser-
mation and rehabilitation of women

administrative and organizational
ensuring fair, humane and effective

handling of women offenders at various stages of
criminal justice process.

- Go into any other aspect relevant to women offend-
ers within the overall framework of the present
policy of women's development

The Committee noted that existing malpractices in the
various terms of custody affect women more adversely
than men. Specific and specialized interventions are neces-
sary to dispense custodies justice to women and to protect
her dignity and her person in custody. The Committee has
proposed interventions addressed to policy making,
reviewing enforcement and organizational and infrastruc-
tural level which embody the Committee's perceptions
regarding a reform approach to correctional justice
system.

**Report of the National Commission
on Self-employed Women and Women in the
Informal Sector June 1988**

It was constituted by the Government
to make a comprehensive study of the
conditions of poor women in poverty
and the Commission were as follows

Line the present status of women in the
self-employed sector with special reference to
employment, health, education and social status.
2. the impact of various labour legisla-
tion on the self-employed specially in respect of
3. benefits and health insurance.

4. to study the constraints on increase of produc-
tion of self-employed women and the gaps in
credit, upgradation of skills and

5. to study employment patterns, including pro-
cesses and assess their impact on the
status of the self-employed women.

6. to take a survey of the effects of macro
policies relating to investment, production and
employment on the status of self-employed

(vi) To consider the link between the productive and
reproductive roles of the self-employed women,
with special reference to their health status.

(vii) To suggest measures relating to all sectors for
removing the constraints which adversely affect
the integration of self-employed women in the
national development process.

The above terms of reference covered all unprotected
women labour and women in the informal sector which
included self-employed and wage labour, paid and unpaid
labour and contract labour.

The Commission set up five task forces to study (i)
impact of macro policies and the role of development
agencies, and the concept/definitions adopted by the offi-
cial data collecting agencies, (ii) occupational health, (iii)
communication network systems, (iv) legislative protec-
tion, (v) area of exploitation, experience of organising,
women workers' priorities as perceived by them. The
recommendations of the Commission are as follows :

ing chapters we have made an in-critical areas: detailed recommenda-ade in respect of those subjects. The lertaken extensive field visits and orkers themselves to collect the t also had discussions with experts vernment representatives of devel-nd departments at the Centre and of the studies and discussions the ommendations have been put

the Commission has been exten-ount the entire gamut of poor gh not a homogeneous group by momic activity, deprivation and 1 to all of them. They suffer from work, low and discriminatory nditions resulting in casualisa-urity, face occupational health e access to new technologies, ile making recommendations, has made suggestions which ircle of poverty, illiteracy, low y wages, exploitation, subsist-ge families, poor health and -all leading to greater poverty.

rs of the report clearly estab-ers because they are produc-when they are not employed, productive and reproductive ly necessary for the survival ome-makers must be recog-oduction, for, when women dder or tutor their children, in the absence of which o be purchased. Only if this uences flow from it such as n's works.

ecommends that all subse-ould enlarge the definition ll such activities paid and home or outside as an

no consideration the mul-ien workers which often to week and from season

1.5 Therefore, there can be no straight-jacketed approach to any solution of the problems of women workers. A multi-dimensional flexible, integrated, coordinated and area specific approach must be adopted by the planners and implementers upto the last rung of the delivery system.

1.6 In all planning and decision making implementing bodies, women's participation should not be in terms of token representation but in proportion to their numbers

1.7. At the same time, it is essential to attack the underlying factors of exploitation and lopsided control of resources which result in the cycles of poverty, underemployment and unemployment, pushing large numbers of the rural and urban poor in the informal sector which, perforce, only permit marginal levels of living. To overcome this, a mechanism must be evolved to give them access to knowledge, skills, resources and materials, without which there is a sense of powerlessness. Although the existing development/fiscal policies in theory do not discriminate against women, however, in reality they have not led to strengthening women. The reasons for this powerlessness are (a) The general image of women as subordinates which is reflected in the implementation of these policies that leads to men becoming the major beneficiaries, (b) The need of vested interests to keep women subordinate in order to exploit their cheap and docile labour. The Commission's Studies have revealed that women when given facilities and resources, have demonstrated high productivity and a better record of repayment of loans. The assets are also safeguarded and not disposed of. The Commission, therefore, recommends that a package of new policies and directives needs to be undertaken. The package should be developed with strategies which counter the existing system favouring the vested interests against the poor and powerless, specially women.

1.8 In discussing various strategies to enhance the economic status of poor women workers, particularly those who are self-employed and in the informal sectors of economy, several strategies have been tried, in both small experimental programmes and large scale national programmes. All these experiences have contributed to the understanding of two inter-related aspects:

- (i) Women working in the informal sector of economy, be it in the rural or in the urban areas, operate in a vicious circle of subsistence, deprivation and survival. They are largely assetless and do not own any productive assets in relation to their work. Even when some of these assets are

family women own access to and these assets have been large

State to the family animals licence bank accounts membership of organizations and Identity Cards

productive assets in the hands of women, leading to qualitative improvement in their situation over a period of time, and given other knowledge, skill, organization and resources has been shown to be so in the working in rural areas with assets like cattle, and related equipment and tools has been shown to be so also for women in urban areas with assets like sewing machines, plants, sheds and land.

1.11 It is imperative to recognize women's role as major earners of the family and not as marginal and supplementary contributors. At least one-third of the households are solely supported and another one-third receive at least 50 per cent contribution from women. Therefore, while fixing financial and physical targets and allocating of resources this reality should be kept in view. Such households should be specifically identified at the village level and covered by all programmes.

Planning and Monitoring

recognise why the provision of assets to women, that they have an over, helps to substantially improve their situation over a period of time, access to, and ownership and control over only marginal and transient assets in such a situation. Several reasons can be given for this, provision of assets related to women helps build long term self-reliance. If women continue to lack access to and use of the assets, they will continue to be dependent on men for their well-being, and interventions that do not necessarily provide long term economic activities. Second reason is that productive assets in the hands of women have a great potential for regeneration of some assets women can engage in economic activity in such a way that they can realize economic potential. A third reason is that control over productive assets leads to a sense of confidence and hope to improve their life through other interventions. Longevity and stability of ownership of assets helps to build a sense of self-confidence.

2.1 As mentioned earlier women are not only major earners of the family but they also perform necessary functions in the family, like rearing and bearing of children, fetching water, gathering fuel and fodder. These services are not quantified in economic terms, but they do substantially result in economic benefits to the family and the society. The Commission is not in favour of making reservations for women. However, recognising the actual contribution which a woman as an economic unit and the fact that for centuries she has been exploited and denied the right to productive resources, women must have all the attention that they deserve on account of their productive and reproductive functions and their numerical strength which is half of the population.

strongly recommends that initially improving the economic status of women working in the informal sector, to devise concrete strategies for ownership of the control over assets by women. Perhaps, it will be a step towards both their well-being. Some of the assets like a plot of land, housing, and other assets transferred by the

2.2 The National Commission is of the view that the planning processes carried out at all levels, including the Planning Commission and the State Planning Boards do not sharply focus their attention on the realistic situation of labouring women who are unprotected workers, largely invisible, easy subjects of exploitation, unorganised, illiterate, struggling to survive in adverse conditions and are facing a biased and insensitive administrative machinery at the field level. The macro policies and programmes of the Government have resulted in eroding the employment opportunities of these women while ignoring their urgent needs. Neither the development process of the past decades nor the anti-poverty programmes for women have changed this basic situation significantly. Of late certain adhoc attempts have been made in fixing target by individual ministries but adhocism is hardly the right approach to deal with such a large section of our population. There are 27 women specific schemes which have been identified by the Government of India. The total outlay on these schemes in the 7th Plan is 2.4 per cent of the total allocation. The gender break-up is not, however available for the mixed schemes like RLEGP & NREP

on, therefore, recommends that allocation to be enhanced in basic areas like rural and small industry. At the beginning of the First Plan, it is necessary in the interest of the country that investments be made to provide infrastructure requirement for development on the basis of experience. If investments in developmental human resources such as some counter-productive. The less is the investment. The Commission strongly recommends that at least 30 per cent of the total investment to begin with Plans but in no case less than 30 per cent.

The Commission documents the fact that women's activities in the home and outside. These activities are closely linked to their family life. In the village, their homes are at times the place to keep the fodder, fuel, etc. The Commission, therefore, recommends that the strategy should be evolved in such a way that the high priority should be to have an approach towards tackling women's problems. The strategy should aim at—

(a) Fodder and water for meeting requirements.

(b) Existing employment by providing support in the areas of skill, training and marketing.

(c) Employment in the sectors generating due to technological changes.

(d) Employment opportunities for women on local markets for mass production.

(e) Protection of workers from casualisation of employment which lead to their economic hardship.

(f) Services to women like housing, health care facilities.

(g) Implementation of industrial legislations.

The first step will be to formulate various areas which are like—

(1) Allocation of an integrated approach to natural resources like land, water, etc. keeping in mind the fuel, etc. needs of the poor. For example, forests should not destroy the environment. Policies should not hurt

the interests of the poor and land use policies should aim to meet the fodder requirements of the poor also.

(b) An integrated strategy for industrial development for the healthy growth of the three sectors of industries, namely the large scale sector, the small scale sector and the traditional sector, needs to be promoted. Expansion of large scale industries, for example, should not result into erosion of employment opportunities of women workers.

(c) The industrial policy will also have to be linked meaningfully with the policy pertaining to natural resources so that the resource use is directed towards creating employment opportunities for the poor, specially for women and also not deprive them of raw materials at a reasonable price.

(d) Anti-poverty programmes will have to be reformulated in the light of the above policies so that they supplement and complement the development process.

2.5 In view of the above, individual macro policies will have to be modified and strengthened to keep in line with the basic developmental strategy. This will also involve taking care of women's needs. The technology policy, the licensing policy, the credit policy, the policy pertaining to training, marketing and raw materials will all have to be reformulated to meet the new needs. For example, the technology policy will aim at reducing the drudgery of women, improving the skills of women, supporting R and D for designing appropriate tools for women and at improving the access of women to upgraded skills. The credit policy will aim at supporting women's economic activities.

2.6 The Commission is also of the view that there is a need for administrative initiative to evolve the concept and approach to human resource development if it is to develop the potential of the people which the departments of the Ministry of Human Resource Development serve. The schemes in these Departments need to be reviewed in this context so that there is a coordinated approach in the Ministry resulting in effective flow of benefits to women.

Monitoring

2.7 The Commission is of the view that in no Ministry/Department of the Government, or semi-government agency, women should be marginalised. If the responsibility of looking after the interests of women is given to one agency the tendency is that the other agencies do not look upon women as their main responsibility and in the process women get neglected. Being aware of this trap and

should be in the main stream the recommends that every agency should be responsible to ensure that their programmes benefit men and women. In fixing this responsibility, there be each agency which should be able to the utilisation of the resources and the programmes vis-a-vis women.

have this Cell. However, there is in the Central and State Governments, liaise and push through ministries/Departments relating to monitoring cells in the Planning Department of Women and Child Development of India should be of women and Child Development, but it has not yet become very well evolved to see how the and evaluation can be effectively coordinated agencies and the necessary personnel. The Commission recommends that of Women and Child Developmental meetings not only with the but also with the State Governments could be held at programmes of a number of taken up together).

in the Central Government for are the State Governments. In the Commission recommends a Commissioner for Women in the Commission should be appointed. seniority vis-a-vis the other development programmes so the activities of other Departments perform multi-faceted ways come under one departmentative programmes and projects for them which may cover the department. Apart from coordination should be held under the Development, periodically, besides or monitoring. It is under Plan of Action (1976) was requests were asked to set up the Chairmanship of Chief for 12 years, but nothing has so far are pressed for time, and hence that it should not be an officer. If serious attempts are made, then this work should be done by an officer of the rank of

financial Commissioner only the other State Secretaries and the Heads of the Departments are likely to respond. Suitable structures have also to be set up at the divisional district levels.

2.9 Similarly, at the district level there should be a district co-ordination officer somewhat equivalent to the status of the District Collector who could be put in charge of planning, monitoring, coordination and evaluation of all programmes affecting women. We may take the experience of ICDS which has become acceptable to the people at large and the State Governments, irrespective of their political ideology of the States, because, to begin with, the Central Government financially aided the State Governments in setting up some posts under the ICDS. The Commission is conscious of the constraint in resources, but would recommend that the Central Government should assist the States in creating such posts at the departmental and district level, otherwise, the tendency is to make one officer additionally in charge of work which does not yield the necessary results. The functionaries entrusted with monitoring work may also be involved in the planning process as needs of women, related to their economic activities, differ from region to region. Like the ICDS, the experiment may be started in a few districts preferably the backward tribal areas.

2.10 In carrying out monitoring and evaluation, the Government functionaries should liaise with voluntary agencies working for women, mahila mandals and representatives of the rural women, to get a proper feed-back of the policies and the programmes affecting them. The communication gap between the delivery system and the affected women needs to be bridged. This will be possible by involving women in planning and monitoring processes at appropriate levels.

Employment Policies & Programmes

3.1 Labouring women in poverty toil not only at home doing multifarious activities, beginning with collection of fuel, fodder, water, household chores, bearing and rearing of children but also work to contribute to the family income. Women in the labour force contribute to family economy and the national economy although this contribution is not recognised. Ninety four per cent of them work in the unorganised sector, 83 per cent participate in agriculture, and other allied activities like dairying, animal husbandry, fisheries sericulture, handlooms, handicrafts, and forests. A sizeable portion of women are involved in construction activities. Regrettably, women of this sector do not have the necessary visibility and do not get the focus of attention of the planners and

Agriculture

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3.5 Agriculture and allied fields provide the largest sector for women employment. Fifty one per cent of working women's population is farm labour engaged in operations such as sowing, weeding, transplantation and harvesting. However their contribution in these areas is not recognised. Women's access to land ownership is extremely limited. Land reforms have adversely affected the ownership of land by women even in those areas where traditionally women own some land. Women's membership in agro-based co-operatives is negligible. They do not have a say in decision making and in the use of credit technology and marketing. There is wage discrimination. The Commission observed that in certain areas for the same kind of work the women would get Rs. 3 to 4 per day, while men would get about Rs. 10 as wages. In many areas minimum wages were not being paid to agricultural labour.

3.6 The Commission recommends that women's contribution to agriculture should be recognised by the policy makers and this should be reflected in the country's Agricultural Policy and Programmes. There should be adequate resource allocation and orientation of programmes for women producers.

3.7 Since women labour involved in agriculture have seasonal work to do, there should be diversification of their activities in areas like horticulture, fruit processing, vegetable growing, animal husbandry and dairying.

3.8 The Commission has also observed that the number of women cultivators is declining. The distribution of surplus land has not gone to the poor women. Such distribution should be followed with concrete steps of providing assistance in improving the land and bringing it into cultivation.

3.9 The extension services provided in this field should be strengthened. The number of women extension workers should be increased. They should help women not only in imparting information on Government schemes under which benefits can be availed of, but should actively assist women in taking advantage of these schemes and training programmes, assisting them to form co-operatives and societies like Mahila Mandals. The number of women extension workers should be increased at all levels and they should be provided information and training on all aspects of women producers' work and data on intra-house distribution of resources. They should also be provided with infrastructural support by improving the living and working conditions of the female extension staff with better housing, hostel and transport facilities.

ould be energised to provide assist women producers and fertilisers

ould be encouraged to and decision making. encouraged in the exist-

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Women, Social Forestry
held by Centre for

1. If Social Forestry or Wasteland Development is to provide economic independence for women, it is essential to build in adequate wage and other technical/managerial support through the period of rearing, maintenance and protection of the plants.
2. The basic aim of social forestry should be to create village woodlots on a sustained yield basis which will yield resources according to village needs.
3. Any social forestry programme which allows for clear felling of village woodlots must be avoided and only rotational harvesting should be permitted and need-based cutting cycle should be worked out.
4. All social forestry programmes should be simultaneously agro-forestry programmes of which multi-layering and multi-cropping should be essential features, as per the local situation, to provide for both short and long term returns since the poor cannot wait for long. Species should be selected which compliment each other rather than compete for nutrients.
5. The planning for social forestry programme should be based on a long-term perspective rather than short term perspective.
6. **Women's access to productive resources under social forestry programmes should be backed by State marketing supports.** The market structure for their products, under social forestry programmes, are controlled by distant monopolistic agencies and intermediaries which deprive them of their just returns. To ensure their participation as equal partners in this nationally vital activity, it is essential to guarantee strong and effective State support in the marketing of their products.
7. Direct benefits to women are in the form of wages. In consideration of the short term nature of the employment, and in view of the high financial output of the projects, the wages must be upwardly revised.
8. In all kinds of social forestry/wasteland development programmes, budget lines must include provisions for the development of women's organisations
9. Review of forest regulations is needed to make possible the achievement of social forestry goals
10. **Creation of tanks for water grown plants, and multi-layered useful plants below and above the soil, should be the basic strategy in community controlled and community managed social forestry system for involvement of women.**
11. Equitable distribution of all products of social fore-

grain fuel odder ruts like ops
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women who are paid h from
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powerful supporting infrastructure
effective models of investment, man-
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oots level for minimising drought
ment, poverty and ensuring rural

ch experimental models be deve-
participation of village Mahila
overnmental functionaries, local
ous non-governmental agencies
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a cyclical process for creating
esources which will have a dem-
The funds generated could be
o make such projects self-
engthening women's participa-
us basis.

close links between forestry,
n and water resources manage-
policies of our Government
these resources, are based on
ches to agriculture, forestry
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n recommends that more
watershed management
ment of women, which
f employment. Similarly
nstruction of irrigation
land compensation for

the poor instead of cash compensation as with cash com-
pensation they get permanently deprived of their
livelihood.

3.20 The problem of safe drinking water is very acute
Poor women have to spend a number of hours everyday
and have to walk long distances to fetch water. This
responsibility is exclusively theirs. The Commission,
therefore recommends accelerated thrust on providing
water to villages. At present 40 per cent of the villages are
'problem' villages with none or remotely located water
sources. There should be increased plan allocation for
providing drinking water to villages and stepping up of
implementation of the programmes as water is a basic
right of women. Non-availability of it adds to their
drudgery and ill-health besides denying them a few hours
daily which could be profitably used in income generating
activities.

3.21 Women should be effectively involved in water
storage, keeping in view the local conditions. The tradi-
tional methods of rainwater storage/conservation for
drinking should be revived, improved and implemented.

3.22 The emphasis must be on recharging groundwater
sources for sustainable use. Storage facilities (tanks, reser-
voirs) at the household level must be expanded, viable
schemes for providing piped water in homes should be
explored.

3.23 Effective water management in conjunction with
management of our other natural resources is essential if
we are to avert complete disaster. Local level mahila
mandals should be effectively involved in the water man-
agement at the level of implementation, monitoring and
evaluation.

Construction Workers

3.24 A sizeable proportion of women in the unorga-
nised sector is engaged in construction work. The condi-
tion of women construction workers is pitiable. They face
instability and insecurity of employment, low wages, non-
observance of labour laws, bondage to the middleman
who employs them without providing the facilities
enjoined by legislation. Their way of life is perpetually in a
state of flux as they have to keep migrating from site to
site. The average wages for women construction workers
are generally lower than their male counterparts. Further
women construction workers are almost always totally
unskilled. There is no rational explanation why this
should be so, since masonry or carpentry are not skills
that are likely to require more physical prowess than the
type of unskilled work women normally carry out.

3.25 The National Commission recommends the fol-
lowing measures to elevate the working and living condi-
tions of women construction workers-

with more stringent observance of laws with deterrent penalties. Credible evidence from violations on construction workers' violation of statutory provisions of wages, safety regulations, medical and other facilities, benefits for migrant workers, pensions, sickness, insurance etc. should be made punishable with penalties attached to them. In this regard, to provide legal literacy to workers, especially to women who also need such facilities as creches, maternity benefits

relating to non-observance of laws should be considerably simplified so that workers can obtain legal redressment. The cooperation of employers and people's action in this regard.

non-implementation of laws related to the institution of the welfare officer.

at the national level on safety and technology that should be by unskilled women workers who are hazardous and more

in order to impart skills like women workers under is necessary to break barriers against women in industry. Initially, priority should be given to such workers at construction sites, in view of emerging excess demand in urban markets, and in the market for

provision for contribution of 10% of net income in Workers Welfare Fund should be utilized in addition to basic communities in all cities and houses the workers. Any of the existing laws if various facilities are flagrantly violated

now, will be automatically taken care of so that a large number of these women and children can be reached and a measure of stability is imparted to their home situation.

7. Although there are legislative provisions, women construction workers are by and large not provided facilities like creches, maternity benefits, ration cards, toilets and clean drinking water. The implementation machinery should be strengthened to ensure that the facilities due to them are provided.
8. Finally, the value of community awareness and organisation for the poor cannot be over emphasised. To start with, the government can help in the process by providing assistance on worksites, for nonformal education, legal literacy, health care and child-care and encouragement for the formation of various community groups and workers' organisations and supporting NGOs to extend their operations among construction workers in general and women workers in particular.

Industrialisation

3.26 As far as industrial policy and programmes are concerned, the encouragement given to the small sector has led to splitting of large units in small ones, contracting and subcontracting by large units, and the growth of home based industries. These forms of production are used as tools of avoiding labour laws and as means of exploiting workers. In this situation of exploitation, women have suffered more. The employment of women in the traditional household sector has been affected by severe competition from mass produced consumer goods. Household industries face a serious problem of market, raw materials and credit. Women are dominant in contract system as piece-rate workers. They work for long hours without the benefits of leave, holidays and permanency of work and get very low wages. Women labour in factories are also subject to casualization, contractualization and temporary employment. Although, women have been guaranteed legally certain maternity benefits, equal remuneration and child care facilities, in reality, they are deprived of them. Industrialization has not resulted in any significant occupational diversification of female labour force in the economy. Women dominate in the low-skill work area and their role in management and decision making is very limited. The commission recommends.

1. The formation of an integrated industrial policy for all sectors and regulation of the use of high technology in various industries, because it has been seen to adversely affect women's employment.

should be made to identify small scale sector which can help self-employed. Industries based on primitive technology should be

should be made to upgrade the and to expand women's employment (which include rural artisan industries and other household) giving adequate support in the upgradation, training, credit, and marketing. A decentralised giving these facilities will help concentration of women's employment must also be mentioned that the on producing goods of mass

Handicrafts Boards do assist artisans by buying their products. Boards have no relationship with artisans and craftsmen, particularly. The Commission finds it a national policy on craftsmen to fair return for their work and means of work and living.

urgent need of social security for Commission recommends that:

at their workplaces, proper facilities should be provided, craftsmen are all home-adds to the security of women's

Companies should be suitable insurance against mortality, incapability, illness

introduction of monthly for the Unit Trust may be

created for medical care and craftsmen/women.

may be taken

collection regarding various handicrafts"

- (ii) Government's support to help units in the initial stages.
- (iii) Treatment of handicrafts and rural artisan work as industry.
- (iv) Creating mass scale marketing for handicrafts, and
- (v) State level policies for state specific crafts

3.29 The country earns annual foreign exchange close to rupees one thousand crores for handicrafts, handloom and readymade garments where women contribute to a very large extent. The Commission is of the view that there is ample scope and justification for investment in providing social security and welfare schemes for women artisans and craftsmen women of our country.

5. The handloom sector is a very important sector from the point of view of the present as well as the potential employment of female labour. The handloom weavers who have worked as household labour for a master weaver under the traditional jajmani system find it difficult to organise themselves into a cooperative structure.

3.30 To take the benefit of the various promotional schemes of the Government, they face major problems like inadequate, untimely and irregular supply of working funds from the Cooperative Banks which are more attuned to the needs of agricultural sector; the subsidies for loans and rebate are not released in time and in sequence, resulting in unsmooth running of the cooperatives, nonrecognition of women's pre-weaving and post-weaving work as 'work'. Hence, they are ignored by the present cooperatives, and government development and welfare programmes.

The Commission, therefore, recommends:

1. The District Industries Centres and District Cooperative Banks jointly prepare a business plan for each handloom cooperative, in consultation with the members, women included.
2. The District Industries Centres should accordingly put demand for the necessary funds, well in time, from the Government banks and Nabard.

region specific measures viz
of spinning capacity in the
technological upgradation of
support subsidy and linkages with
banks.

at present, is facing a number
areas of technology, raw mate-
rial organisation. In addition to
constraints, there is a need to take
steps to help women workers:

of the concerned staff to take
women's needs.

projects and schemes to indi-
vidual income and employment of

women in weaving.

technologies for the tasks handled

techniques and maternity benef-
its in their employment.

home-weaving in the households
regularly enrolled as members of
to cover them under economic
schemes and

of women weavers

Industries Commission
instrument to reduce rural
women's development. How-
ever, steps are required in the
management of the

women are involved in
marketing aggarabattis and
are comparatively less
in which men are
could correct these distor-
tions women taking up trades
comes like hand made

support services like

child care elementary education health
and family planning. It should provide
employment generation through organisa-
tion of actual producers or workers, and it
should raise awareness among women
about their rights and responsibilities to
enhance their general participation in all
fields of national development. Secondly,
KVIC and KVIB programmes should be
directed to poor women belonging to low
castes, including the SC/ST. Further,
KVIC should also involve women in super-
vision and management also, so that
women workers do not remain only in the
subordinate or secondary position.

3.33 As far as small industry sector is concerned,
attempts should be made to strengthen it economi-
cally and steps should be taken to protect women
workers of this sector from various types of
exploitation—

1. Labour laws should be enacted to cover
contract and sub-contract workers, home-
based workers and seasonal workers.
2. Appropriate laws should be formulated to
protect home-based workers from different
types of exploitation.
3. Strict observation of labour laws should
be insisted in the small factory sector,
including seasonal factories
4. The laws regarding permanency should be
strictly enforced in this sector. To start
with, all public sector units should provide
permanency of job to their workers.

3.34 **Licensing policy**, which is intended to regu-
late the production of goods and services in the
economy has remained gender neutral, thereby not
paying much attention to the male/female division
of labour in the economy and the specific require-
ments of female workers. It has, therefore, created
an adverse effect on women's employment.

3.35 The licensing policy, like the industrial poli-
cy, needs to be examined from the point of view of
employment generation for the masses of the poor,
including poor women. It should also consciously
incorporate the gender factor so that large scale

employment opportunities for women is

large industries sub-contract work in their own houses, it is necessary that the employer does not evade his legal obligations to provide the benefits which would be available to the women worked in his establishment. Such as use of water, space, electricity, etc. of lighting, which should be available to the home based contract workers. Where space is available in urban areas, small sheds may be built for and by women workers could be encouraged to work in order to improve their work status and build

Commercial and Marketing

A portion of the female work force is engaged in activities of self-employment. There are numerous such activities where the commitment is not high and there is no employer-employee relationship. Such women are often found in families on piece-rate work.

Some common problems faced by the self-employed and informal workers are: access to raw materials credit and inadequate knowledge of the market. Often, the end product does not meet the eye for detail is missing. It is often capped by lack of child care facilities, poor ventilation and lighting, and lack of training. They are often middlemen and have to pay a premium on the small loans that they obtain. Often, women doing their own work are slowly weeded out and become casual workers. Similar is the story of women in the primary sector of agriculture, sericulture, handlooms, etc. While strengthening their activities, women are often forced to swell the ranks of casual workers. In many cases, the nature of work is leading to further deterioration of their status.

Some components of women's employment are: the availability of work, the women do not have access to credit, the amount is very small. In many cases, no security is

required for loans upto Rs. 5 000/ collateral is generally asked for in the case of women. An analysis of the existing mainline credit schemes for the poor show that not only are poor women marginalised, but the poor as a class do not have easy access to credit. Instead, politicisation of these loans has managed to give the poor a bad name as defaulters.

3.40 Women are marginalised either because of class handicaps such as illiteracy, lack of information and low self-confidence, or gender handicaps, such as attitudinal discrimination, low mobility and lack of asset ownership. The money-lender is a very real part of their lives as a source for both consumption and production credit. They have a complex financial arrangement with him. Banks are still very much a taboo. IRDP, DRI and SEPUP do not even average a 20 per cent coverage of women loanee. In effect, the banks have remained totally off-limits. The only instances where the banks have been successfully tapped is when voluntary agencies such as Annapurna and Working Women's Forum have acted as intermediaries for women of this class.

A. Credit

3.41 The Commission recommends that the banking policy needs to be implemented in favour of women with greater amount of flexibility. It would assist women further if banks have counters exclusively for women and extension workers to help them. Banks managed by women have proved to be more advantageous and within the reach of women. Opening of women's co-operative banks should be promoted.

3.42 The Commission is of the opinion that it will be beneficial to women, if apart from giving individual loans, these are advanced to or through agencies with which women have dealings like mahila mandals, women's groups, Anganwadi workers, State Advisory Boards and Women's Development Corporations. These bodies can also be channelized for getting the paperwork completed. The entire loans should be given in the name of the individuals through bank pass books. These loans could be advanced from the banks according to the existing procedures.

3.43 The quantum of loans given to women should be assessed realistically keeping in view their needs. Giving loans of a lesser amount is self-defeating. For example, if a viable dairy project requires a minimum of two buffaloes, and if a loan is given for only one buffalo the project will not be viable. The Commission, therefore, recommends that no blanket ceiling for loans for the poor should be

ing should have certain flexibility, and be combined with a component of uncollateralised loans.

One would like to mention that tenders for small loans per day or per week to cater to other perishable items. For such tenders, it is for them to go to the banks. Therefore, to devise suitable channels for loans to petty vendors can be discussed. Cooperative banks and voluntary organisations in this field may be used for implementation. Other channels should be devised to cater to the state variations relating to tenders.

It has been noticed that if the husband of a woman is disqualified from getting a loan, it is reviewed as, in many cases, the disqualification may be due to factors like non-availability of adequate amount of loans. In such cases, they may be genuine defaulters, misusing the loan, pushing the family in greater financial distress. The women may want to take a loan, but it is not screened, and if it is seen that the husband is a screen for a further loan, it may be proper to deprive the wife of a loan if the husband is a defaulter.

It is also observed that when a woman takes a loan for the first time, he or she may misuse the loan. If the loans taken are used for consumption, which may be amounts due to the family, than starting a new venture, the bank should recommend that the economic viability of the loan be taken into account and the loan should be such that a portion of it may be used for consumption as only then can economic growth and human approach by other institutions will help.

The Commission recommends innovative measures to assist poor women who face the complexities of institutional credit. It recommends the need for a credit body for poor and marginalised women, recognition of their socio-economic situation, and the inability of existing credit systems to cater for

their needs. The Commission also observed that the contribution of the women to the national economy and the productivity is not rewarded or reflected anywhere. Taking note of the critical socio-economic contribution of this sub-group there is a need for the creation of an institution which can act as a two way catalyst. Even as this credit body facilitates growth for its participants, the clear aim should be that they are raised in national visibility as a powerful and productive group. Organisations such as SEWA (Ahmedabad), WWF (Madras), Samakhya (Hyderabad), Annapuran mahila mandal (Bombay) have designed scientific credit experiments for rural and urban women in this class.

3.49 Since the voluntary sector has unequivocally proved its activeness in delivering credit to this target sector the proposed national credit body must aim to support such organisations. Rather than take on a bureaucratic size and a cumbersome operation of operating loaning windows all over the country, this body can support the voluntary organisations which can further loan to the target sector.

3.50 The proposed credit body can, through loans and grants, improve the equity base of the voluntary organisations by providing loans to them on soft term basis. It can also be instrumental in initiating many more voluntary experiments all over the country. This would require a research and development cell in the body which can study all existing experiments and build a model for replication. Trainers can then help more organisations to adopt these credit schemes for which the seed capital and loan can come from the credit body.

3.51 This body can also support government credit bodies such as Women's Development and Finance Corporations. It can also act as an important forum for dialogue between the organised credit institutions and the voluntary agencies. Since it will be the most comprehensive credit effort for women of this class, this body can be a major influence on mainstreaming credit policies for poor women.

3.52 Ownership and management of this institution should represent voluntary sector largely. Poor women can directly be shareholders of this organisation which can be headed by a trust. Management can be entrusted to professionals while a board of directors oversees the legislative and policy aspects of the institution. Once again the directors must represent a cross section of persons who have direct experience in this area.

3.53 In Madhya Pradesh, the State Government has

every unit of electricity raise about rupees 100 needed to support a Welfare men. More such experience country.

most problem of artisans that they need is usually they buy the raw material and the finished goods to marketing power. Hence, in the artisan's own margin common observation, that or even labourers

Government recommends a policy that artisans should have the like yarn, bamboo, scrap, should be reserved for them.

are not easily accessible identified through which be procured at reasonable

doing their own work or problem of marketing their which earlier had a home and out as a result of mass competition, stagnation and, women are forced to marketing channels are in are now being flushed by availability of a network of important, obstacles to . To deal with this problem be worked out.

identifies the following marketing outlets and also assist, and raw materials:

consumer federations, cooperative Federations.

depots for a cluster of materials, if necessary,

and collect finished products from women to be supplied to agencies with whom marketing tie ups have been made

3.60 While the above are actual marketing outlets, other agencies should be identified which can assist the women in identifying markets. These agencies may be the State Advisory Boards, the Women's Development Corporations and voluntary agencies of known experience. In addition, regional marketing centres, having jurisdiction over a few districts, may be set up. At the State level, there should be a Marketing Federation which should have various channels supporting it as mentioned above.

3.61 The role of the Divisional Centres and State Federations should be a mixture of promotion and active intervention.

Promotional Role

- (1) Advise women to take up activities in the areas where there is a demand for them, such activities could be existing activities, adaptations of the existing activities, or new activities.
- (2) Guide women to get credit from banks and also to find a method for credit guarantee.
- (3) Advise women on designing and on the use of certain modern technologies which would improve the quality of the end product.
- (4) Advise women for starting their own co-operatives or any other form of marketing organisations.
- (5) Counsel women how to get loans for making use of their own houses as production centres or common work places.
- (6) Link up health insurance for the women with the concerned agencies and also be a watch-dog for implementation of health insurance schemes and other welfare schemes.
- (7) Advise women regarding the availability of the benefits for upgradation of educational and vocational skills.

Areas of Active Intervention

- (1) Provide a network of marketing outlets.

finishing a product to be

aders in managerial skills.

ified groups of women in
r technologies.

ilities as suggested above
a lot of flexibility. The
ederations should not be
rules and regulations. Pre-
should be an autonomous
agerial skills and expertise
ining. Wherever there are
high are willing to take up
ted to set up such centres.
e professional business
like the weavers centre,
have to depend upon the
will ultimately decide the
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an infrastructural facility
ental basis in a few States
5 to 6 identified trades. If
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where they will become
effective intervention in,
women's doorstep is the
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services are provided free.

A certain charge, should
ie benefit of the services.
ired that, with the help of
luments of the women
which they may contrib-
he centre. This could be
nent grants or supported
ke the institutions finan-

isory Committee, having
professional management
ntatives of the Govern-
partment and finance
rom voluntary agencies

may be constituted. The Committee should be a standing committee with a fixed term, to be renewed or changed by rotation. This body may lay down broad policy guidelines and also assist the Divisional Centres in getting cooperation from various agencies such as the Government, training institutes, professional institutes, and private marketing agencies. This body will also review the work of the Centres and advise if new trades are to be added or certain trades to be dropped. In short, it will decide on the functional role of the Divisional Centres, leaving the Centres with a great deal of flexibility of autonomy.

3.65 At the Central level, a similar Advisory Committee, as at the State level should be set up to assist the Department of Women and Child Development. The body will review the work of the Divisional Centres, undertakes periodic evaluations, decide on the future growth of such Centres and replicate the models of successful Centres.

3.66 The Government itself can provide marketing facilities to women as it makes extensive purchase of goods and services during the course of the year which could be supplied by women. Goods may be supplied by mahila mandals, women's cooperatives or District Divisional Centre like uniforms, envelopes, file covers, brooms, baskets, chalks, exercise books, bandages, bed sheets and othe simple equipment for hospitals, educational kits-even vegetables, fruits, eggs and fish and also render services like cleaning, washing, cooking, catering, printing, stitching, binding and the like. These purchases could be done from women groups directly by the State Governments as is being done in Gujarat or through the Women's Development Corporations as is being done in Punjab. In Gujarat, the State Government has also set up a pricing committee to fix prices for goods and services purchased from women. This committee meets periodically to review the prices. Such a support will strengthen the women's co-operatives and other groups.

Space and Transport

3.67 In addition to credit, raw-materials and marketing, two additional inputs need to be provided to improve the status of such workers, namely, space and transport facilities. The small producers both in the urban and rural areas normally lack space to serve as work places as well. Ventilation and lighting facilities are almost lacking in the market places. Vendors do not normally get licences for want of space and they are pushed and harassed by the police and municipal authorities, who, at times, demand bribes in cash or

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/Industrial Occupations

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presence of women in mining. It is not devised to reduce
the number of manual workers as it is offered to women
only. This practice is in total violation of the right o
equality guaranteed under the Constitution.

The Commission therefore, strongly recommends
that—

- (1) The practise of Voluntary Retirement should be stopped forthwith.
- (2) In order to prevent the number of women declin-
ing in the mining industry, the Commission
recommends that Women relatives should have
claim on the women's job on her retirement, and
not a male member of the family.
- (3) Regarding mechanisation in the mining, the
Commission observes that mechanisation, even
if brought in, should be done with proper under-
standing of financial vis a vis human cost. It is
observed that certain process where mechanisa-
tion is brought in, has proved financially more
costly. e.g. shale picking, in coals mines which is
mainly done by women only. Therefore, the
Commission recommends that such processes
should be left to be done manually by women,
This will increase their employment opportunities
and also cut out the financial costs.
- (4) The number of women workers as permanent
workers should be increased.
- (5) The interests of women workers in mines should
be safeguarded and there should be strict
enforcement of labour laws.
- (6) Skilled training should be imprated to women
workers so that they could get higher wages.
- (7) Simple precautionary health saving devices like
gloves, helmets, special shoes should be provided
by the employers compulsarily to protect the
head, eyes, hands and feet of women.
- (8) The Welfare programmes for women workers
will get a fillip if increasing number of women are
appointed as welfare officers.

Fisher Women

3.71 The National Commission, on its tours, met a large
number of fisher women whose conditions are pitiabale.

possible members of the fishing operations like loading/unloading and net hauls from the perishable transport facility which come directly from the fishing units. The Commission

tion of fish resources.

status as workers and

better wages and work-
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systems Women labour is clearly preferred as they can be paid very little and are less prone to making demands than men, 40 to 50 per cent of the women do not get regular work, which results in economic hardship and insecurity further eroding women's ability to demand and fight for improvements. There are some women's organisations in this industry, but it is a pity that most of them are not commercially viable and therefore the benefit to the women workers is minimal.

3.75 The National Commission makes the following recommendations for improvements in the lives of women workers in food industry.

1. Proliferation of sub-contracting must be checked and application of labour laws assured.
2. Women should be encouraged to avail of credit facilities to set up production units on their own that are of a size and scale to allow for profits and, therefore, steady income for all.

3.76 For this, they should be reached by women extension workers from relevant departments and given training, especially in organisational and managerial skills, like marketing and accounting, as well as in leadership and awareness building.

Forest Workers

3.77 The Forestry sector provides employment to 0.2 per cent of the rural population, about 80 per cent of them are estimated to be women, and children. They get employment in collection and process of minor forest produce, and afforestation. Besides employment, the minor forest produce also provides food and income during the lean season to the forest dwellers, mainly tribals. Though officially 'minor', as it earns less revenue, but for the forest dwellers, the minor forest produce is a major source of income in the months of starvation. About 60 per cent production of minor forest produce is utilised as food in Orissa, 13 per cent of the forest population depends exclusively on collection of minor produce, 17 per cent as wage labour in forestry. In Panchmahals, 35 per cent of the total earnings of tribals are from minor forest produce collection. Collection of tendu leaves provides 90 days employments to 75 lakhs women every year.

3.78 To ensure them better price, produce like tendu leaves, mahua seeds, flowers are nationalized in a number of States. The States have created Forest Development
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no fear of portest. In fact, considering that they work at
home and establishment cost is borne by them, their
wages should be higher and not lower than the wages of
those who work in large garment factories. As such the
existing labour laws do not apply to them as they are not
workers and even if applied, the laws are violated. **The
workers have no protection, no rights, no recognition and
no powers.**

3.81 In the light of this situation, the National Commis-
sion makes the following recommendations:

1. In areas where this industry is concentrated
training centres should be set up in order to
help women upgrade their skills, as well as to
give them information about their rights and the
schemes that they can benefit from in order to go
**into business on their own or as a group, such as
a co-operative.**
2. In order to reach the maximum number of
women and help them in the most meaningful
way, a large number of extension workers is
necessary, who should be trained to impart the
information that is relevant to these workers, to
help them avail of schemes and services, and to
press for legal redress.
3. These workers are especially **vulnerable to health
problems related to eyesight, poor ventilation,
and postural problems.** These need to be taken
into account while planning any ameliorative
measures for them.

Vendors/Hawkers

3.82 Vendors and hawkers perform a vital function in
the commodity distribution system of towns and cities, yet
they are regarded as anti-developmental and anti-social
City planners are biased in favour of the formal sector,
and prefer to provide for expensive super-markets and
shops rather than help vendors who only require a small
space for squatting with their wares, and transportation
facilities from the wholesale market to their vending sites

3.83 It appears that the unorganised sector is expanding
and the urban poverty is to stay for many years to come,
Vendors, with their small capital needs therefore, should
be encouraged and supported, and informal and formal
sectors allowed to complement each other. While it is a
fact that there are associated problems of congestion and
hygiene, the solution cannot be to ban them, dislocate

1. especially because most of the population, and 40 per cent some 30 to 40 per cent are women, has to be the sole supporters of the family. Policies to help hawkers should be designed to improve the welfare of the low income

1. The Commission makes the following recommendations: vendors should be recognised and licences issued liberally. Considering their greater need for security, the licence should carry a photograph and serve as an identity card.

2. A separate authority should be set up to coordinate the work of the commodity distribution body. This body should have provision for consultation between the representatives of the vendors and the officials so that decisions are based on a balanced view. Such measures like relocation of vendors will be saved from the interference of the vendors' economic interests.

3. The Commission recognises the space requirements of women vendors. A space for a women's market should be provided in all the plans for all newly

4. There must be provision for basic facilities like drinking water and creche be provided. The authority formed to manage these facilities should be given due powers. Vendors should be given due recognition. Where street foods are sold, proper waste disposal should be provided.

5. A provision should be made for creating a fund to meet the cash requirements for vendors in proportion to the proportions. With some gains and consequences for the workers. The fine

collected should be utilised for their welfare. Supportive services and social security schemes may be planned and set up.

6. Regular training courses should be organised for vendors at the market place itself, on sanitation and health, fair business practice and schemes of assistance and how to avail of them.

7. All existing legislation and municipal rules should be amended according to the above points and new legislation enacted wherever necessary.

Domestic Workers

3.85 Domestic workers are in the lowest rung of the ladder in the urban economy. The sexual division of labour, and its pattern of task allocation, has rendered domestic service to become a predominantly female occupation. The tasks performed by domestic workers are practically the same ones performed as unpaid work within the family such as clearing, washing, ironing, taking care of children. There are 1.06 million domestic workers according to the 1971 Census, out of whom more than 4 lakhs are women. This is one of the most vulnerable groups of workers since there is neither government regulation to cover this section of the labour force, nor is there any written contract for the work, so they are hired and fired at the will of the employer. In the absence of any formal contract, their working condition is often oppressive and the employer can always evade his responsibility. The traditional trade unions have also not taken any interest in organizing them till recently. The problems faced by them include deplorable wages, insecure service, no holidays or leave, no maternity or medical benefits and health problems.

3.86 The Commission recommends the following steps to improve the condition of domestic workers:

1) **A system of registration for domestic workers should be introduced.** Besides giving them visibility and taking account of the workers and their contribution, this registration body could also perform a role of looking into the problems and grievances of these workers. It could also, from time to time assess the local situation and fix wages/rates for the domestic workers. This body may be composed of the representatives of the State, the domestic workers and employers as a tripartite body.

2) **Fixing a minimum wage is extremely important in view of the prevalent exploitative trends.** Wage fixation

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Anti-poverty Programmes

3.87 Anti-proverty programmes were designed to directly benefit those below the poverty line as development benefits were not accruing to the poor. The experiences with antipoverty programmes have shown that there is a need to improve the policy, programme design and implementation in this area.

3.88 At the policy level, there is a need to accept that women's needs are not only for self-employment. In fact, poor women can be divided into three categories on the basis of their needs.

- (1) Destitutes, disabled and handicapped women who want social assistance rather than income/employment generating programmes;
- (2) Women (mainly belonging to the poorer sections) who are neither willing nor capable of taking up self-employment programmes and who want wage employment;
- (3) Women who have skill/education/literacy/enterprise to take up self-employment programmes.

The programmes should be designed on the basis of the needs of women at the micro level.

3.89 The Commission recommends that the self-employment programmes should be strengthened on the following lines:-

- (1) Planning for self-employment for women needs a multi-pronged strategy. Apart from the measures to support self-employment as such, the planning should also incorporate measures like child care and child development, technology to reduce drudgery of women, organisation of women and overall development of women.
- (2) In order to improve the access of women to self-employment, it is necessary to be judicious by combining the household approach in planning with individual approach. Women should be treated as independent entities in the labour market and attempts should be made to provide equal access to self-employment to both men and women.
- (3) It is also necessary to give joint titles to women to improve their access to the credit market. The

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(10) Agencies like mahila mandals, voluntary agencies and cooperatives could be utilised for assisting women in compiling a formulary for getting credit.

3.90 In the areas of wage employment programmes, the following steps are recommended.

- (1) It is necessary to increase the size of this programme considerably. EGS of Maharashtra has shown that poor women do participate in these programmes in large numbers.
- (2) There is a need to strengthen the planning component of these programmes so as to ensure continuous work to women workers on productive assets which are selected carefully keeping in mind the needs of the region.
- (3) Planning and designing of these programmes should be done keeping in mind the specific needs and preferences of poor women.
- (4) Arrangements such as drinking water and creches, and worksheds should be provided on work sites.
- (5) Regular payment of wages at the stipulated rates should be insisted upon. Better supervision by authorities can contribute substantially in this area.

3.91. The Commission is of the view that in order to diversify women's activities, it is necessary to impart them training to improve their skills. In the existing farmers training programmes, participation of women is very low. In TRYSEM, although the participation of women is reported to have achieved a target of 30 per cent, training has not been imparted in the areas in which women work, or in the allied areas. The emphasis of training has been knitting, sewing embroidery and possibly animal husbandry. This has not led to increase in the employment of women or enhanced their remuneration. **All training programmes must be linked to employment with the objective of increasing the remuneration and improving their living conditions.** The objective should also be to prevent the growth of unskilled workers and channelise them to take up skilled activities.

3.92 There is a need to train the government functionaries at the District and Block levels on the needs of women, especially the incidence of ——— headed ———

women's income constitute the major part. The Commission observed that its Government functionaries are quite ignorant of such women workers, because of a mistaken belief, on the part of officials, that all women are illiterate and should be cared for by some male relative. It is a need to train them on the type of work to be done and that collaterals for which they are required when the projects are less than 100 acres.

That for those below poverty line, starvation. Among the hungry, it has been very often observed that to them is consumed in buying food. The half starved and malnourished are expected to have the psychological will to participate in the work for them.

Commission recommends that wherever additional foodgrains are available for those who have a loan under the IRDP, and use on their own. In such cases, there would be no need for food being used entirely for production.

Commission recommends that the foodgrains be sold at a reduced rate to the private sector and distributed to the rural poor.

Commission recommends that a programme of wage employment, development of public distribution system, for vulnerable groups like tribals, forest dwellers, etc. A wage programme system can be designed for which foodgrains serve as an insulation against market outside, particularly in the dry season.

Commission recommends that after productivity and better

should not be seen as a charity to the poor but as a basic human right for those who need work. The Commission, therefore recommends:

(1) As per the Minimum wages Act and judgement of the Supreme Court and the guidelines laid down by various High Courts, all relief works must pay minimum wages. Any notification of any State Government to exclude famine relief work from the jurisdiction of Minimum Wages Act should be treated as illegal and unconstitutional.

(2) Effective maintenance of muster rolls and wage slip should be ensured. Where women are working, their own names should be extended in the muster roll and not their men's names. The cash payment, also, should go actually in the women's hands.

As it is observed that more than 50 per cent labour is female labour on relief worksites, the rule of law to provide creches, sheds and drinking water should be strictly observed. The creche can be managed by the combined efforts of the local village mahila mandal and the women on the worksite.

(3) Famine relief work should include a variety of activities which help build future capital assets, and human capital in and around the villages where people live. The assets created should be those having priority for women like work-sheds, creches and toilets, there should be decentralization in formulation of projects and diversification in the nature of activities which may include activities like improving the quality of land water resources, digging or deepening of wells, bunding. For this local level planning will have to be ensured National or State level blueprints cannot be implemented at local levels. In this context, involvement of local women and men, women's representatives, mahila mandals, voluntary organizations, unions must be considered.

Famine relief work should not be seen merely as a responsibility of one department or of one unit, but as a combined effort of all the concerned Departments of the Central and State Governments.

Urbanization and the Informal Sector

3.98 Cities have developed in India as commercial or trade centres or as administrative headquarters. They have been dominated by an urban elite class for whom they are designed and developed. Many of these elite belong to the formal sector. On the other hand, the conditions have become a regular feature of severe distress to poor people who are pushed further into the areas of informal employment. Famine work

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cers are some examples.

5. Work places for women producers and workers
doing their own accounts work with facilities for lighting
and ventilation drinking water toilets and creches need
to be provided. In shopping and office complexes, facto-
ries and institutions like schools, hospitals, universities,
creches should be provided. In addition, space for small
depots needs to be provided near places of work such as
commercial centres and strategic points of communica-
tion, where milk, vegetables, fruits and provisions are
available in order to reduce the work load of women whose
responsibility it is normally to make such purchases after
working hours.

6. Housing facilities for working women, especially for
single women or women headed households, need to be
planned. Similarly, the housing facilities for homebased
workers should include adequate space provision for car-
rying out their work.

7. It is recommended that wherever possible separate
transport facilities for women may be provided to women
worker to and from their place of work so that they do not
face any harassment at the hands of male passengers.
Provision for transport of their goods should be made in
such vehicles.

8. Encourage studies in the field of education and
research of urban planning that help evolve planning
processes and techniques which can ensure that the urban
informal sector is not by-passed in planning. Special atten-
tion in the studies should be given to women workers in the
informal sector. Studies on the space requirements, hous-
ing and movement characteristics, even planning and
layout and of hawking grounds, can be carried out in
relation to the poor, specially women.

Technology

3.99.1 Technology has treated women workers
unfairly. A number of studies have documented that
improvements in technology, in an industry has displaced
women. There are therefore, some short-run measures
which are recommended to protect women from this
displacement.

- (1) Directives should be issued to all industrial units,
specially in the public sector, that no further reduc-
tion in the level of employment of women will be
permitted;
- (2) A small planning group should be set up by the
Technology Policy Cell to design a format, listing

ation of all proposals of technology in industries so taken with reference to women's employment.

formulated for retraining in sick industries or closed

ed to develop a long term for women.

the following lines:

ur should prepare a list of which are presently labour employment to sizeable are likely to be affected by ardising their employment ses the pace and degree of e so regulated and phased ed on the job and be given ds.

e displacement of women business licences and/or ons of subsidies by the corporations, unless the rmly rehabilitated in alter- lised women should training for new jobs ogy.

ision of the Planning n with the Technology mitee, should formu- approval of import of any given industry by echnology assessment

king Group set up by ementation Commit- r technology assess- orption of imported umber of recommen- be implemented.

mployers to prepare tting their proposal for the purpose of e existing capital- ted after introduc-

tion of technology in the present pattern of employment (sexwise) within the industry at the skilled, semi-skilled and unskilled levels, and the demand for different categories of labour after technology transfer.

- (5) All technologies which are likely to directly and indirectly increase women's workloads must be accompanied by other technologies or measures to ease or eliminate these side effects. In other words, a systems approach should be used to develop packages, rather than the current uni-dimensional approach. These multifaceted packages must be gender sensitive and women biased.
- (7) The development of new technologies for traditional or even modern occupations, must be prioritised, beginning with women's occupations. In other words technology development must be selective designed to impact positively on women's work, whether wage-work or non-wage work.
- (8) Development of simple or appropriate technology in the form of tools, implements, and protective devices to remove or reduce the work related hazards faced by women, must be given top priority and taken up on a war-footing. Mechanisms must be created for involving the women themselves in research and development process, so that the results are appropriate and useful to women.
- (9) An advisory committee, with some power, of veto, must be set up at Central Government level to monitor the impact of technology on women. The committee should also actively identify and promote the areas for research and development of pro-women technologies.
- (10) Existing technologies, which are not appropriate to women, though they are almost exclusively utilised by women (e.g. sewing machines, handcart pulling, table heights cashew-nut sifters should be redesigned on a priority basis. The redesigning should be based on anthropometric measurements of Indian women.
- (11) Thirty-five per cent of all the research and development funds of national research and design institutes should be reserved for women's work, including occupational health studies, and working out changes in these for the convenience of women workers.

In this context is to introduce evaluation. The government proposals usually do not address non-technical issues to them. Instead of doing a cost-benefit impact of production on the health of women, there is no such evaluation. A health technology evaluation. The Director of the Ministry of Health, through several organisations including Planning Commission, financial institutions, and the capability for analysing technology of the Department of Health, a representative of TPIC, research and development governmental organisation, and information, the Government should be given due weightage to proposals of technology disseminated widely.

Problems that women face are numerous. These aggravate the health situation as workers. Lack of health, accessibility to health services, maternity benefits, own bodies, opportunities, their status within the family, affect their mental and physical and job insecurity and discrimination. It is related with the health problem to their work.

As a service without an adequate conditions of work, a health will not be adequate with their levels of living, and conditions, of work as well as protective benefits such as for health, pensions, housing and services, in quantities necessary to be understood in the context to affect the conditions of

It makes the following health and work.

1. Nutritious and sufficient food is a crying need of the women workers in the informal sector. Specific nutritional programmes which include calcium, proteins, iron and vitamin D, could be initiated through the government health care system. A nation-wide programme for the distribution of nutritious, subsidised food supplements which includes calcium for women should be organised on the lines of a similar programme of milk and egg powder in the 1950's. Coarse grains like ragi as well as milk must be made widely available at subsidised rates.

2. Mental health is an important element in the general well-being of women workers in the informal sector. Physical insecurity and the anxiety due to it, often lead to physical ill-health. Besides, a feeling of helplessness and vulnerability paralyses women workers still further. Hence, it is necessary that:

a. There should be stringent punishments for rape, sexual harassment, eve-teasing and other actions threatening women. The Government should legislate a Prevention of Violence Against Women Act to cover harassment at work-sites, homes, streets, police stations, and prisons.

War-site harassment also be included in labour laws and be included in the Industrial Disputes Act, where the burden of proof be on the man.

b. There is also the need for a Prevention of Domestic Violence Act to cover specific wife-beating, child-battering, molestation, marital and domestic rape and mental cruelty.

c. The Law of Evidence must be changed, in view of the fact that many of the most serious crimes against women, are committed in situations without witnesses e.g. rape, dowry harassment, marital violence and sexual assault.

d. There is a need for facilities for psychotherapy and the rehabilitation of victims of harassment, rape & exploitation. Sending them to a shelter is not adequate to overcome their shock, anger and shame. They need a trained staff, who understand their needs and can provide reactions, and facilities for medical care and psychotherapy.

3. Availability of and accessibility to health care facilities.

a. Increasing the availability of the accessibility to health care facilities, is important, in order that the recent positive advances against diseases reach the mass of poor

ties and their use indicate contact medical functions also indicate that, the holds for medical treatments than for women and lity and mortality among maternal mortality rate. k of accessibility for the ries conducted by trained en with immunisation n and do not need to be ais, accessible primary and their linkages to ref-known and has bearing on l population as much as ortant to States because a the service mentioned at whom are workers. There n courses for the doctors nd health. It is necessary ld recognise occupational e informal sector. These courses in the curriculum. he Preventive and Social even considered the possi-ector. In spite of letters to ardly any response was

ments by the Task Force 1 also brought to the fore, red to be studied by both ists and professional social

ices for women, including es and safe and free abor- immediate abolition of the from the Government pres-moters (ANMS, teachers, nity planning methods like mniocentesis. In fact, the unning' to the detriment of ilities, needs to be strongly oppressive in itself and has or women in the country, e public health system and dependent upon private, ven when they desperately eries and serious illnesses. hey are gravely affected.

ed to be immediately taken

to facilitate the reaching of health-care to the poor, labouring women.

a. The timings of the dispensaries and hospitals should be fixed in a way which would be convenient to working women who cannot forego their income for medical care.

b. Necessary medicines should be adequately stocked and the hospitals and PHCs should be operated in such a way as to keep the number of visits of the women to the minimum necessary, if they are to avail of the treatment, otherwise, they get discouraged and do not continue, because of the competing demands on their time as they carry multiple responsibilities.

c. There should be a 24 hours creche facility for women patients with children in every hospital and PHC.

d. Women should be allowed two free bus-rides to the nearest PHC every month.

e. Because they are already poorly nourished, illness complicates their condition further. As food is a significant component for effective recovery, hospitals should provide free food to poor women most of whom are daily wage, casual and piece rate earners whose income ceases on hospitalisation.

f. Dais who are the only source of help for the majority of women, should be taken seriously, as a vital source of rural health care. Their skills should be enhanced via on-going training and their regular involvement in public health work should be encouraged.

g. The Commission recommends that the community may be motivated to construct and maintain one clean and sterilized room in the village to be used for conducting deliveries by trained dais.

h. Women should be involved at the village level as community Health Guides if women's access to health care is to be improved. Teams comprising of one literate and one experienced older women, though not necessarily literate may be the most desirable, both in term of outreach and accessibility to women. Their training should include both preventive health education and curative care, mahila mandals should support these women, health workers and assist in the maintenance of linkage between the official health care system and village women.

Occupation Related Recommendation

44 In the formal sector workers are entitled to a break

well as leave provisions and are provisions the workers struggle, because it is physically health is not to break down's need to be extended to the for too.

g hours is particularly need- and production centres where ation of the poor with long ce-rates should be converted ie normal quantum of work . Only then, will women not make a meagre living.

iding compensation for acci- to women workers. Health o them, as is supposed to be out is not effectively imple- would be entitled to receive t any public health facility b-centres, ESIS Hospitals, Hospitals, general Govern- recognised private facility up ie latter is necessary because rom any Government facil- ey for any transport that is imings of the Government on, in medical emergencies irth, accidents, etc.), the te one.

temporary and permanent h benefits, should be avail- th and private facilities as

k-place and safety equip- tive equipment) is neces- uld be insisted that every to the workers. This may ses which are hazardous. bs/work for the women, til there is alternate safe ng facilities for them. This mproving the health of necessary to provide safety xhausts to remove harm- ient and personal protec- rotectors, eye glasses, ear trappings for the safety of

4.8 Preventive health education both with respect to occupational and other health problems (anaemia, leucor- rhea etc.) should be initiated through the Workers' Educa- tion Board.

4.9 Electricity should be made available on a priority basis to workers, particularly those whose trade adversely affects their eye-sight (this includes chikan and ready made garment workers, zari workers weavers and others) Electricity should be supplied to home based women workers at non-industrial/non-commercial rates.

4.10 A comprehensive Health and Safety Act should be evolved and enacted. This Act should give the workers:

1. Right to information about chemicals and work processes at the work-site.
2. Right to insect work-sites.
3. Right to demand guard for machinery, monitoring and controlling levels of dust fumes and fibers in the work atmosphere.
4. Right to demand personal protective equipment.
5. Right to stop work if the conditions are found unsafe.
6. Right to redress compensation etc. for damages.

This Act should be evolved in consultation with workers, trade unions and concerned voluntary agencies.

7. Maternity benefits, creches, old age benefits and pensions are mentioned elsewhere in the recommendations.
8. There is a need for a humane drug Policy and check on the pharmaceutical industry that at present operates on the profit principle like any other industry, even up to hoarding life-saving drugs to hike prices. The National Commission recommends the promotion of low cost medicines on the lines of the policy on minimum essential drugs of Bangladesh.

4.11. Subsidized tools of trade which reduce occupa- tional health problems should be made available to women workers.

Priorities in research

4.12 Indian Council of Medical Research, National

Health, National Institute of
isations, should undertake
of women's work. These
developing simple preven-
s and machines acceptable
health problems.

be placed on the ergonomic
cluding postural problems.
on processes which could
ould be examined, with
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priority basis. These studies

related problems—direct and

- (ii) The general health problems of women workers.
- (iii) Special stress should be on the effects of the triple burden on women.

5. National Institutes like the ICMR, ICSSR and other bodies should give a priority to research on health problems of the unorganised labouring women. It is a pity that a leading institute like the ICMR does not even have a women's cell to look into the health problems of half the country's population. However, the present tendency of thrusting research related to women to a small cell is also questionable. That has implied in practice that the small cells conduct studies specifically on women, while the major portion of the personnel, research projects and finances of the institutes focus on men. In fact what should happen is that while the entire institute say the ICMR or the National Institute of Occupational Health (NIOH) should focus on workers, both, women and men, the women's cell should try to take up issues related more specifically to women

6. The ICMR, NIOH, National Institute of Design (NID) and such other organisations should undertake occupational health studies of women's work. These should be done with a view to developing simple preventive and protective mechanisms and machines acceptable to workers, which would reduce their health problems.

EDUCATION

5.1 Education is both an important instrument for increasing and bettering the chances of women's employability and for empowering women as they learn to think for themselves, become confident and also develop the capability of recognising more acutely the areas of exploitation. This fact has also been recognised and accepted in the National Policy on Education, 1986, by the Government, wherein, it has been mentioned that:

Education will be used as an agent of basic change in the status of women. In order to neutralise the accumulated distortions of the past, there will be a well-conceived edge in favour of women. The National Education System will play a positive, interventionist role in the empowerment of women, it will foster the development of new values through redesigned curricula, textbooks the training and orientation of teachers, decision-makers and

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d their girls to afternoon
a women helper is pro-
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the older child can attend

girls to school will have to
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rs to better employment.

de more relevant for the
subjects like ar, mal hus-

bandry, cattle care and conservation, agriculture, social
forestry, may be added and such options offered along
with subject like history, geography, modern science and
physics.

7. Under the Government Scheme of condensed
courses being implemented by the Central Social Welfare
Board, the adolescent girls and above, who acquire educa-
tion in a non-formal manner, have to appear in the same
examination for which children from public schools from
metropolitan cities also appear. This needs to be changed
In certain situations, a good grounding in languages,
mathematics, general knowledge and some subjects rele-
vant to their life situation, should suffice to get them a
school certificate for the purpose of getting jobs at certain
levels.

8. It has been mentioned in the Programme of Action,
issued by the Ministry of Human Resource Development,
that women teacher should be preferably recruited at the
school level to give greater confidence to the parents to
send their girl children to the school. The Commission
would like to add that it is possible to have more women
teachers only if they are posted in their home villages, or
nearby villages, to which they belong or into which they
marry. Certain States have a policy not to post anyone
within 20 km of their home town. Such a policy should be
totally discouraged. Women employees, like teacher or
extension workers, need the security of the home and they
cannot stay away from their families because of the basic
responsibility of looking after the children. And if mar-
ried, the husband and wife should be posted in the same
area or as close as geographically possible.

9. The Commission recognises the fact that in the rural
areas there are not enough trained women who can be
appointed as teachers. Urban based teachers posted in
rural areas do not tend to stay in the villages to which they
are posted, resulting in loss of school hours for the child-
ren. The Commission, therefore, recommends an innova-
tion in the basic requirements of school teacher. For
primary schools, girls who have completed secondary
school or have achieved even middle school level, may be
given an intensive training for a period of one year or nine
months in certain training colleges of the State Govern-
ment. Their training, boarding and lodging should be free.
After training, they should be posted in their home
villages, or in the vicinity of their villages. Only in this
manner, will it be possible for the schools to have women
teachers who will stay there and not absent themselves
from school. We wish to reiterate again that increasing
women teachers would have a direct bearing on the

would, eventually, improve
or self-employment in the

adult education programme
related to women workers
labouring workers. There
example, the Commission's
in Tamil Nadu were of a

in the formal and informal
labouring women's invisibil-
ised concept of women. The
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a country as large as ours
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convinced that by providing
to have the option of alterna-

tive methods of employment, they may send their daugh-
ters for education more readily. One of the important
reasons for women's submitting to exploitation is that
they do not have a viable economic alternative.

16. The Commission does realise that literacy in itself is
not a solution to the basic problems of poor women, viz.
exploitation and hunger, and therefore, literacy has to be
understood in the wider context of the social structure.
Therefore, the Commission recommends that any
attempt to eradicate poverty should lead the women to
deal with the questions of equality, social justice and devel-
opment. Therefore, it is crucial to have teaching materials
and teachers who deliver the services with these objective.
Ultimately the poor women should gain self-confidence to
deal with her environment.

Communication Network Systems

The channels of communications do not generally por-
tray the reality about labouring women in poverty. The
fact that work for these women, who are at times the sole
breadwinners, is a permanent necessity and not a transient
phenomenon, is not brought out. Neither are the hard
realities of their expectations, long hours of work, low and
discriminatory wages and total lack of social support
services is given much attention. If and when poverty is
depicted specially in the cinema, it is shown as a stepping
stone to a better and more glamorous lifestyle. The distor-
tion of realities by the media has increased the gap of
understanding between the different sections of society.
Yet communication is one of the most important channels
for the growth and development of women in the informal
sector, as without information regarding services and
benefits available through legislation, Government
schemes, banks, and voluntary organisations, women can
hardly take advantage of them. The Commission there-
fore recommends the following.

1. The Media must project the working woman in the
unorganized sector as worker and not merely as perform-
ing the duties of wife/daughter. They being major earners,
they must be projected as producers and not merely con-
sumers. Unless they are perceived as workers, their rights
will not be recognized.

2. It is necessary to formulate a national policy on
communication clearly stating what it aims to do, how it
plans to achieve its objectives, what is going to be the time
period and institutional structures through which the
objectives are to be realized.

concerned with the production with planning and dis-integrate the participation. It will enable the planning perspective, and neither es or err too much in the the band' wagon. Media help the media to orient terms and development of tor.

Media persons may be organs of women, and specifically the unorganized sector. It should also publicise the success in the media, so as to help in strategies. Such women participants in the media workmen looking at the labouring are acted upon, but a sequential information.

Communication should be encouraged of the financial allocation may be reserved for such trusts may emerge.

If poverty and unemployment and, therefore, a lack of overuse should be discouraged interactions such as fairs, could be promoted.

It is in the public sector and serious note of the Seventh Plan have pernicious conservatism should not be prominent displaying women or sales promotion should enough to control pornography. It is equally necessary division of labour or line pursuit through content types. More vigorous is called for.

It should make deliberate problems of women in such a way that conflicting derogatory references to

To improve content and coverage, coordinated efforts for increased interaction between NGOs, women's social action groups, research organizations, institutes of mass communication, and the media personnel should be developed. The Information and Broadcasting Ministry should evolve such network to monitor the projection of women, and evolve a code of ethics with regard to the presentation of women in all types of media.

4 Print Media

6.2 It is recommended that more coverage to women's lives and problems in poverty should be given. Care must be taken to avoid sensationalism in the news coverage and more sensitive, sympathetic reporting should be done with regard to this category of women.

6.3 There is a need for a well-defined and adequately funded programme in regional languages in readable style, to encourage the publication of data, schemes for women and also make them aware of their rights.

Radio and Doordarshan

6.4 While deploring the fact that television is resorting to sponsored programmes, commercial cinema songs and interviews and viewing of largely mainstream films, which reinforce stereotyped images and role of women as housewives and which has hardly any relevance to most women, it is recommended that more vigilance be applied in selecting programmes. Many a times, seemingly 'women oriented' programmes are in reality dubious interpretations of the women's issues. They create a myth that is women oriented.

6.5 It is recommended that taking cue from the grass-roots organizations, video be used as a consciousness raising tool by telecasting programmes which give information and guidelines in a visual manner. Further, appreciating the power of songs sung in traditional tunes, but having feminist content which is very effective in mobilizing women, Doordarshan should collect such songs in collaboration with activist groups and prepare video cassettes to be played in the programmes of Ghar Bahar and Krishi Darshan.

6.6 Women's programmes should not be treated as purdah hour, both on T.V and the radio. Awareness with regard to problems of women in unorganized sector is necessary for both men and women. Therefore the timings for the broadcast of such programmes should be flexible.

6.7 The findings of the Commission during its tours

are popular with women and have access to it. It is recommended in the use of information material, it is very necessary to have a programme. Only those who can listen to the radio in the evening prefer to have evening viewings.

expansion of television and to include the component of order that these women get media, more community sets group viewings be facilitated.

programmes in the present structures, it is recommended films of a vast majority be more, facilities should be which are not only studio and meaningful to the

assessment of the target ongoing to the middle and ends of the problems of the need to be made aware of films, so as to sensitively action.

note that the commercial film-employed women in a way, it gives a false idea of work as a necessity for more used as a springboard of the hero or the mother, portraying the audience rather than of these women. It is strict control of producing and portraying must

have on quite a few of poor women sympathizing. Such films must be in local languages so that the audience.

and not very known

experimentalists. must be given special encouragement not merely for producing, but also helping in distribution

Department of Audio Visual Publicity (DAVP).

6.14 It is very sad to note the poor performance of DAVP. The posters, exhibitions, quickies in DAVP are not generally imaginative, and tend to be very directly didactic. They suggest that poor men and women are foolish and they have to be given advice from a pedestal. It is recommended that more sensitivity be exhibited in conveying the message whether it is of family planning, or of the use of mechanised equipment in agriculture, or of the age of marriage.

6.15 Field publicity devices have to be used judiciously in a society where the majority of the population is illiterate. Experience in legal literacy has shown that print material can be used by para-legal workers or extension workers, but not for the dissemination of information to the rural masses.

6.16 The development of information dissemination system, in order to be effective, should take the following steps: (i) A total training/orientation/re-training plan should be formulated for each development programme for women and, wherever possible, for a common cluster of development programmes for women, incorporating therein the hierarchy of functionaries, diverse groups of beneficiaries/participants, and training methodologies with the specific objective of developing knowledge, attitudes and practice of various development programmes for women. (ii) A network among governmental and non-governmental organizations and educational institutions should be made part of the training plan with a view to making optimum use of the existing resources. Combined training programmes at the block level can be developed comprising of local officials in the development programmes, representatives of non-governmental organizations, village level functionaries, and peoples' representatives at the village level who would be helpful in creating a climate for better utilization of the communication channels for development programmes. The training programmes should include, among other aspects, an element of desensitization of biases against the poor.

6.17 A well-coordinated communication strategy could be evolved by an integrated group comprising of block level extension officials, bank officials, health officials and District Rural Development Agency officials for use of oral, visual and audio-visual methods of communication for development programmes.

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Recommendations for Grass Roots Organizations

6.23 Considering the effectiveness of the grass-roots organizations in reaching and mobilising the poor women, more support, both financial and in facilities should be given to these organizations.

6.24 Experiments on the lines of jatra, kirtu, mahula mela should be encouraged where women not only get exposure but a chance to express themselves.

6.25 It has been found that the use of multimedia has been functional. Hence, it is recommended that groups be encouraged to use both the folk and highly sophisticated electronic media. The creative use of puppets, story telling, songs with new content, role play and all other devices of participatory functioning should be used and also documented both in print and visual forms, so that other groups may learn from the experience. In a poor country like ours, it would be wasteful expenditure for every group to start on a clean slate. Replication and emulation be encouraged. This is not to deny the role of regional specificities. The detailed write up of the processes involved in participatory training prepared, for instance, by the Institute of Development Studies, Rajasthan, are very useful. This should be provided in the regional languages so that more women could be reached.

6.26 Though alternative structures have been more effective in their understanding and in reaching out and getting participation of poor women, they are just a few drops in an ocean of invisibility. Hence, it is recommended that, wherever possible, mainstream media and organizations be used. This would not only be helpful in wider coverage, but hopefully in bridging the gap between the two.

6.27 To get more authentic picture of the exposure and use of the media, more research on audience, readers and viewers should be undertaken.

Legislative Protection

7.1 The poor labouring women work in a situation of deprivation and exploitation. The Government has passed series of legislations to protect their status as workers, their remuneration and to ensure them certain benefits. Of all the labour legislations that are on the statute book, and which are directed towards the amelioration of the workers, Minimum Wages Act, 1948, claims to be the most important and relevant to the workers in the self-employed and unorganized sectors of employ-

of employments including those in the informal sector. A significant proportion of women workers have not been included in the minimum rates of wages are fixed grossly inadequate. But even more so, even these low rates of wages are not enforced. The enforcement machinery is indifferent, particularly in women. That the defaults take place in those prominent, both Centre and States, is a glaring example, in construction, in relief works, Railways, Demonstration Farms, etc., Mines, is deplorable. The Government, the biggest employer, instead of setting an example, itself becomes a defaulter, and if it is the defaulter, it is no wonder that the enforcement machinery, inefficient and indifferent.

The legislations enacted are Equal Remuneration Act, 1946, the Contract Labour (Regulation and Abolition) Act, 1970, The Interstate Migrant Workmen (Regulation of Employment and Conditions of Service) Act, 1947, Maternity Benefits Act, 1961. There have been progressive legislations in various States. But women have been denied the benefits for various reasons. Apart from the enforcement machinery being poor and inefficient, there has been resorting to retrenching women to avoid their statutory obligations. Unorganized, individual working women have to exert pressure on the employers. Being poor without having any savings, they cannot afford to litigate. The laws are both cumbersome and

ineffective. The nature of all the labour legislations is to regulate the employer-employee relationship and define an employer and the employee. The labour laws become inoperative in the case of majority of women working in agriculture, construction, etc., and it becomes necessary to have systems by which, through social control mechanism in which women workers can get desired results could be evolved. In the light of the situation in which women are, the National Commission

1. The major contributory cause for women being compelled to take up unremunerative and arduous occupations, is a total lack of choice. We, therefore, consider that the women as also the men, must have a right to employment. We also recommend that "the right to work", already a Directive Principle should be made a Fundamental Right.

2. Coupled with the right to employment is the women's right to a reasonable wage. The rates of minimum wage now prevailing are very low and will have to be increased keeping in view the requirements of the woman worker and her family. The rates of wages must be such as would enable a woman worker to earn at least Rs. 500/- per month. The production process must be so organized as to enable the woman get adequate employment and to earn Rs. 500/- per month from her labour. The wages should be paid in full and in time. In a majority of situations women workers' wages are fixed on a piece-rate basis. The present system of fixing piece-rate is neither scientific nor equitable. We recommend that the piece-rate must be so fixed that it will enable women workers to earn for 8 hours work a wage equal to the time rated minimum wage. Where the work is carried out in the homes of the women workers, consequent on which the employer saves on installation, supervisory cost, equipment and sometimes even on raw-materials, an additional amount calculated at 25 per cent of the minimum rate of wages will have to be paid. There should be a system of fall-back wages being paid in situations where an employer is not able to provide a full day's employment. Exemption from payment of minimum wages under any circumstances should be prohibited. There should be, system of a national or regional minimum wage.

3. Despite the Equal Remuneration Act, 1946 being on the statute book for over 12 years, discrimination in the matter of wages is widely prevalent. This must be corrected through better enforcement and also wide dissemination of the scope and content of the law. The tendency to classify tasks, generally done by women, to be of a slightly inferior nature, should be corrected. For this purpose, it is necessary to broad-band into one category those activities which are of the same or similar nature of work.

4. To ensure that employment of women does not get reduced, as it has been happening in the past, particularly in industries like cotton textiles, jute, coal-mining, we recommend that the retrenchment of women in any establishment (irrespective of the number of persons employed) must require the prior permission of a designated authority. Consistent with this, the provision of 'last come, first

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tion also recommends the set-
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such relationship and the consequent difficulty in even
getting due wages paid in full and on time, the case for
Tripartite Boards needs no argument. There is no other
method by which employer-employee nexus can be estab-
lished, the Tripartite Board arrangement providing for a
corpus of employers and corpus of employees, instead of
individual employer with his employees. In this type of
arrangement, it will also be possible for the Board to take
on painning functions in respect of the activity concerned
to encourage promotion of cooperatives where feasible
with the Board helping the cooperative in the matter of
supply of raw materials and marketing.

7. The Commission recommends the setting up of a
Central Fund from which welfare and social security
measures for women workers should be financed. Apart
from a levy on individual employers, it would be desirable
that levy is imposed on the major industries or substitute
industries for the benefit of the small activities that the
home based workers carry on. Even now, there is the
practice of levying a cess on the organised cotton textile
mill sector for helping the handloom sector. In the beedi-
rolling industry, a levy is imposed on the bidies rolled for
financing welfare activities for the workers. Similar arran-
gements could be thought of including a levy on exports
for example on the garment export industry or gem cut-
ting industry; likewise the plastic industry could be made
to contribute for the welfare of workers in these sectors
where the demand for their products are adversely affected
by competition from the plastic goods. Sources of such
additional funding can be explored.

8. All dues payable by the employer towards wages or
levy must be made the first charge; their recovery where it
becomes necessary, must be through a summary proce-
dure. To ensure that no defaults occur, it would be neces-
sary to have some hold on the activities of the employer,
either through licensing authorities or tax authorities.

9. It is recommended that the Labour Department must
be the nodal Department for enforcement of all Labour
Laws. There should be a separate wing in the Labour
Department for unorganised workers and there should be
adequate number of women employees at various places.

10. The Commission recommends that women's
organisations, trade unions, worker's representatives,
Government's women functionaries and individual
workers be vested with powers to inspect work sites and to
file complaints on behalf of the workers.

11. It is recommended that penalties for infringement of

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re running of the society
ad committee and appoint

members thus controlling the cooperative and k lling the
cooperative spirit. The corruption in the cooperative
department and harassment methods adopted by the
department are well-known. So, for the illiterate women
labour to cooperate and improve their conditions, it is
necessary to ensure that the Department facilitates the
formation of cooperatives rather than exploit them. The
Registrar could regulate the co-operatives and not man-
age them.

Keeping in view the delays experienced in getting Coop-
eratives registered under the relevant State Cooperative
Societies Acts, it is for consideration whether a scheme of
provisional registration within a month of the application
being made, can be incorporated in the law. Such a provi-
sional registration, apart from giving encouragement to
the promoters that their application is not gathering dust,
can also provide for certain minimum benefits such as
access to raw materials to the members. This intermediate
stage can be like a letter of intent under the industrial
licencing procedure, with the full registration being com-
pared to the grant of industrial licence.

19. Child Labour: With the provision of child care on
the lines recommended in Chapter-4 earlier by us we
believe that enrolment of children, particularly girls, in the
school will improve. We are strongly of the view that with
the provision of guaranteed employment and adequate
wages to the mother, there will be no need for child labour
and we recommend that child labour must be abolished
by 2000 A.D., in a phased manner, starting from 1988.
The child should certainly not be prevented from learning
any of crafts and trades of the parents but this should be
only as learner and not as a wage earner and should not in
any event, be at the cost of her schooling.

Organising

8.1 The National Commission has observed that the
lack of organisation in the informal sector is the root cause
of exploitation of women workers. At present, the process
of organisation for women workers is very limited and
fragmented. Individually, women are not in a position to
fight against low and discriminatory wages and exploita-
tive working conditions as they lack bargaining power.
Laws will also not be so flagrantly violated if workers are
organised. At the same time attempts at organising are
thwarted by vested interests resulting in further
victimization.

8.2 The Commission recommends evolving of a stra-
tegy to promote organising of women on a large scale. The

ive and positive role in this projects, schemes and provide a component of organizational investment in building the role a proper orientation of support organising while mental and welfare activities. Further recommends active associations by simplification centres and introduction. Further, the approach or a legal right should be a such as the police should law and order problem but in oppressive vested interest, voluntary agencies, and trade unions can action of women workers in normal sector.

a specialized activity, the be gainsaid. The National the state should provide through Workers Education Boards at the Central and training should be established.

The organisations should be encouraged to enlarge their activities:

- a) Create awareness.
- b) Mobilise and organise poor women.
- c) Carry out training programmes for creating awareness and leadership amongst women.
- d) Formulate and implement developmental and economic projects for women. Such projects should not be restricted to Government schemes only. They should carry out new projects which will meet the realistic needs of the women which have not been taken into account by developmental agencies.
- e) The creativity and innovativeness of the voluntary groups should be encouraged by providing flexibility in their programmes.

8.6 The Government should provide legislative support and removal of restrictive legislation, needs to be done, if voluntary agencies can play such a role:

Mahila Mandals

8.7 In many States, mahila mandals exist historically e.g. in the North East, they are playing a significant role in the community. In other States, village level mahila mandals have come up after Independence. Their role has not been effective, nor have they been able to involve a majority of the poor women in the village.

8.8 With the spread of development and poverty alleviation programmes, reaching the interior parts of the country, women in the villages have become aware, and are eager to do something to improve their situation. Many mahila mandals, so far dormant are today eager for action.

8.9 The Commission also observed that the mahila mandals have tremendous potential in actively involving village women in changing the rural scene. But this potential is still not utilised.

8.10 The Commission perceives the village mahila mandal as a suitable vehicle for change. Therefore, it strongly recommends the following:

1. The village mahila mandal should be vigorously utilised in the _____ of the poverty,

isations have the advantage, and help to promote the Commission recommends and by providing finances

nesses of the Government. The local should be entrusted with identifying IRDP beneficiaries by the village mahila panchayat enough weightage at the local level. The village mahila panchayat should be entrusted to prepare a list of proposed programmes under RLEGP, Social Forestry

It should be encouraged to implement programmes like smokeless stoves, income generating skill development and biogas plants.

It should provide adequate support in the form of resources like a house, a battery transistor radio, electronically recorded messages which carry effective messages.

It should be provided with the earlier proposed District Development Officer, who under the District Development Officers will be in charge of coordinating and supervising areas.

It must give recognition to the existence of resistance from the local groups against the mahila panchayat. Strong sustained support will be required from the Government. The Government must take time to play its role, but once they become active, they will energise the mass of women. The Government recognises that this is a challenge women actively in the

The experience of cooperatives has been a mixed one. Successful in certain sectors like agriculture, like Gujarat, and Maharashtra, but unsuccessful in other enterprises and in the functioning of the cooperative as a whole. Improving productivity and distribution of profits, is well known and by workers themselves. The role of women in the cooperative movement. This is because of illiteracy,

cumbersome procedures of enrolment and registration of cooperatives, inadequate financial support and marketing facilities and finally the lack of effective leadership. The Commission is convinced that without women workers being organized, there can be no substantial improvement in their employment status. The cooperative is an important forum which can meet the needs of self-employed women. In setting up the Cooperative, every caution should be exercised that they work in the interests of the poor women. To overcome these problems enumerated, the National Commission recommends that:

1. There should be an expansion of the coverage of the cooperative movement in new and important areas like farm labour, artisans, cereal processing, fodder and fuel development, fruit preservation and agro-based industries.

2. In most general cooperatives, we have seen that women are left out of the membership of the cooperative because they do not own any assets, like land, handloom, cattle for example, in the case of weavers, women do a lot of pre-weaving and post-weaving processes, but, since the loom is in the name of the man, women are not made members. The same is true of many artisans' trades. The Commission, therefore, recommends that when a particular kind of work is done jointly by men and women, in a family, both of them should be made members of the cooperative. Forming of women's cooperatives should be encouraged and even in mixed cooperatives, they should be inducted as office bearers.

3. A practical difficulty in forming a cooperative arises as many of the concerned persons for example in urban slums do not have any permanent address. It is suggested that the concerned authority should recognise that if the organization which is working for these people has a permanent address that can be considered adequate for the personal identity/security of the workers.

4. The common experience all over the country is that, due to the corruption and bureaucratic red tapism, the registration of a cooperative takes anywhere from one to four years and the procedures are too cumbersome. Therefore, a practical solution could be that, like the credit camps which are held at the district level at present, there should be camps organised for registration of cooperatives where the applicant cooperative should be invited with all the relevant papers, and the concerned official would also come with all the necessary documents and during the camp itself all the formalities could be finalised so that the cooperatives can be registered in a short period,

be given To catalyse and
cooperatives, the Commis-

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ubsidies from the Bank's

own finances, and from the government's for women bor-
rowers and fix targets accordingly, every year.

8.16 The experience of the women's Cooperative Bank
is encouraging in helping women having control over their
own economy. Therefore, the Commission recommends
to the government to plan for a woman's Cooperative
Bank in every district in the next decade, the rules and
regulations should be accordingly modified to reach poor
and rural women to the maximum.

8.17 Training in the formation of cooperatives, and
running of cooperatives which include training in organiza-
tion of skill, book-keeping and accounts and organiza-
tion, should be imparted.

8.18 The cooperative should be in a position to supply
to its members assistance, not only in the form of loans
but assist in acquiring assets and raw materials. To the
extent to what has been said earlier under the section on
"Credit, Raw Materials and Marketing" if implemented,
cooperatives will be successful.

8.19 The cooperatives should also be in a position to
assist the members in procuring orders and developing
markets.

8.20 The Departments of Women and Child Develop-
ment/Social Welfare in the States should be entrusted
with power to do registration of women's cooperatives
and societies.

8.21 To increase representation of women in cooper-
tives, the Commission recommends that:

1. on the Management Committees/Boards of Man-
agement of all cooperatives and Federations, there should
be at least two women. Necessary changes should be done
in the related laws and bye-laws.

2. In various cooperatives, the government has its repre-
sentatives sitting on Management Committees/Boards.
These seats can be utilised to nominate women on them,
by the government. This will make a beginning for the
women to learn to manage the affairs of the cooperative.

3. In the newly formed cooperatives, a precondition
should be laid out that 50 per cent of the membership
should be of women, and thereby also in the Manage-
ment Committees.

This rule should be strictly followed in cooperatives in
female dominted employment sectors viz. agriculture,

i-handicraft, sericulture and

trades, bring out in-depth studies and influence the government in suitable changes in policy and law.

alisation in India, which independence, was modelled. The direction of the labour in the State/Government in pro-employees, were all based on the industrialised countries. However, even to industrialisation, our cultural and has not become as has resulted in a situation where the working population (pressed in regular jobs with the free relationship. The remaining population (more than half their livelihood through own workers lack security of service, income. Since they rarely own are forced to work as piece-rate farm labourers, and providers and outside. The labour reached the vast majority of the formal and informal sectors, Bar in the country, the major engaged in the problems of the sector. In a country like ours, jobs are provided by the self-employed of the economy. The Com- workers in these sectors whose protection is the greatest, are of the labour movement, the one for them. It is high time the the labour of the unorganised led their trade union knowhow and social security to them.

n recommends that—

unions should be encouraged for the unorganised labour.

major labour unions should be support by the Labour Ministry women and integrate them in

unions should be requested to ems of contract labour, home in the major industries and

4. The major trade unions should be supported in their efforts in building up solidarity between the workers of the formal sector and the informal sector within a particular trade/industry/plant/unit. For example, in the textile industry, right from the cotton pickers in the fields to the spinners in the homes to the screen printers in the textile mills, all labour engaged, whether on regular salaried job or as contract labourers, may be made members of one union.

5. The major labour unions, apart from resorting to collective bargaining activities, should be encouraged in the government to take up various constructive programmes to augment the economic and social life of the workers in the self-employed and informal sectors.

Training

9.1 Training for the women workers themselves, and for extension workers in the different departments, dealing with these women, is necessary to change the social thinking and attitudes which are detrimental to women. In so far as the women themselves are concerned, even if they are literate, they do not have the training which will help them to expand their existing ventures or start new ones for which they need skills in marketing, acquiring credit, maintenance of accounts and procedures in project formulation. Packages of programmes should be prepared which will give training to women through various channels and encourage the growth of entrepreneurship, organizing, general awareness and knowledge of legal matters. The Central/State Social welfare Boards, Women Development Corporations, Anganwadi training centres, schools of social work, may be used in addition to other training centres, for imparting training for all programmes under which training is given to women by various agencies, this component should be added.

9.2 The National Commission recommends that voluntary agencies be sanctioned grants for implementation of programmes for women in areas of health, communication and welfare. In the sanction letter a condition should be placed maintaining that a certain number of hours per week should be devoted to impart training in areas of building leadership, organising, accounting and general awareness.

9.3 The extension workers are expected to play the role of catalysts. Therefore, it is necessary that they are periodically trained. Short orientation courses should be held by

problems of women, and in a manner which would be trained to help women or intake of various types of training, semi-government institutions, and to organize mahila mandals and other

personnel to be trained at the initiatives of the voluntary and voluntary agencies which help women in acquiring skills in marketing and how to get loans, and subsidies. Agencies need to take up this work in this respect.

Structure for training is constant at the district, divisional, and national level, an Institute which, apart from carrying out, also formulate guidelines and units at the State, divisional and training programmes.

Institutes, industrial technicians should hold regular meetings to know their general and these training programmes for men and young girls in a number of polytechnics facilities is essential, in order to have a real value in their life and provide them a steady and maintenance of charkol gas plants and training in service, testing of milk, smokeless chullahs, sulabh and other useful trades and

and be provided to trainee to start her own enterprise.

There is not in favour of this, it strongly recommends that vocational training institutions should be reserved for poor women, the reservation should not be

only on the basis of academic qualifications, but also on income levels. The entry in the trades should be such that women's employment opportunities are diversified and do not remain stereotyped and sex based.

9.9 The extension service provided in this field should be strengthened, and the number of women extension workers should be increased. They should help women by not only imparting information of Government's schemes under which benefits can be availed of, but should actively assist women in taking advantage of these schemes and training programmes assisting them to form cooperatives and societies like mahila mandals. The mahila mandals should be energised to promote more economic activities and assist women groups to get subsidies, fertilisers, etc

9.10 The Commission has also observed that the number of women cultivators is declining. The distribution of surplus land has not benefited the poor women. Such distribution should be followed with concrete steps of providing assistance in improving land and bringing them into cultivation.

9.11 Women's cooperatives should be encouraged to involve women in management decision making

9.12 Women should be mentioned as specific target groups for all agricultural development programmes and efforts should be made to involve them in decision making at all the levels.

9.13 Continuous monitoring should be done of women's programmes so as to improve the programme designing and implementation.

Supportive Services and other Programmes:

10.1 In line with our approach that all women are 'workers', the distinguishing feature of a women worker is her responsibility for bearing and rearing children. In addition, the responsibility of doing all household chores and looking after the aged and sick have traditionally been her responsibility. It is for these reasons that the woman worker in the informal sector has to go through her life of drudgery, juggling long hours of arduous work with no respite. It is, therefore, necessary that social support services should be provided to women workers for assisting them to do their work at home and outside, better and with less worry.

Maternity Benefits and Child Care Facilities

10.2 The Commission is of the considered opinion that

women at work will be account her reproductive / tackled through maternity benefits, on the nity Benefits Act, should omen. The responsibility employers, irrespective of nen through a levy calcu- age bill and placed in a maternity benefits can be number of women, like where the employer is not for providing maternity Governments. We do not the benefit to two or three atisfied that the universal and child care will, in the es.

provided in various labour o note that the provisions ag implemented in favour ; led to retrenchement of employers would like to ility. It is, therefore, neces- em of child care through- ctly help in reducing the round development of the ission recommends the

ould meet the intersecting ey should provide for the fare for the young child, ig mothers, for healthy and en while she is at work, to re for older children espe- 1 to attend schools.

ementation of the Labour care facilities. The imple- e strengthened.

the number of creches all ed facilities, better infras-) that mothers are encour- the centres.

centres under the ICDS er day care centres so that mother are taken care of

5. The setting up of family based day care centres with support from voluntary agencies. This centre will be set up by suitably trained individual local wokers, preferably in their own homes, to take care of a certain number of children.

6. The setting up of social based day care centres under the auspices of the local primary schools. This will help in relieving the older girl child of the care of siblings and serve the dual purpose of encouraging enrolment of girls in school and the care of primary children.

7. Setting up of women's organisation-based day care centres supported by cooperatives, mahila mandals and unions. This will enable women who are associated with these organisations to utilize the facilities provided by these centres and expertise available at these organisations could be useful in running these centres.

8. Setting up of mobile day care units for migrant/ shifting workers to be run by an independent agency but funded by the employer. This will be seen on the line of mobile creches which have proved quite successful in Bom- bay and Delhi.

9. New approaches and diverse programmes for work- ing groups including home based workers and seasonal agricultural workers. Since child care is essentially an indi- vidual oriented programme, innovations will have to be made to cater to the needs of various groups. Such innova- tions should be promoted by the Government in consulta- tion with women workers voluntary agencies and experts in the field of child care.

10. Child care, by its very nature is a small scale and localised operation, which has to respond to the needs of women, children and girls. For this, a three tier structure is recommended. The actual running of the service should be at the local level entrusted to organizations like *batwadis* and *anganwadis*, *mahila mandals*, *panchayats*, cooper- atives and unions. The supervision, funding, training and monitoring should be at an intermediary level entrusted to organisations like volunatry agencies, district authorities, municipal authorities, charitables trusts and public sector undertakings. At the apex level, there should be an umbrella organisation functioning as an : autonomous body similar to the Labour Welfare Board under the joint auspices of the Ministries/Departments of Women and Child Development, Education, and Labour.

11 It is recommended that funds from such a service should be drawn from the made in

Department of Labour, Women and Education, from employers to be uniformly applied to regardless of the number of the worker employed, from contributions from trade through individual contribution at local level.

Women

It is quite high amongst the poor. This situation may be due to poverty, migration, illness of the worker, or addictive habits like alcoholism. In this context, the National Commission

has recommended that women should be treated as 'destitute' if they are not productive and does not have any other source of income. Their worth as workers should be recognized and approach should be from that

view. Day homes and crisis homes are required to be substantial.

It also needs to be monitored the well-being of the inmates and victims of corruption and a well trained staff who can provide counselling services.

Training and medical health services of the homes.

Women of skills should be followed and services as a top most priority to become self-reliant and

ready working in the field. They need to be encouraged. The quantum of assistance to some of the workers are not well-paid. Representatives need regular orientation with new techniques and agencies are being operated

Old Age Pension

10.5 The State as well as society owes a debt to those people who because of their advanced age are no longer in a position to work but have contributed their due share all their working lives. The plight of old women who in a majority of cases are widows, is pathetic as they have no social security, and no savings, and are reduced to a state of beggary. A scheme of old age pension and pension for widows is there in many of the States but the amount given (like Rs. 60/- P.M.) is very meagre. It is often delayed because of late sanction of budget and those whose adult sons are employed are not eligible for the pension. The National Commission recommends the following measures to alleviate their condition—

1. The meagre amount of pension should be enhanced and supplemented with some monthly provisions of food-grains and supply of a sarree every six months through fair price shops and priority in getting free medical treatment.

2. The delay in getting pension should be totally eliminated and the amounts, both in cash and kind, should be disbursed regularly on the stipulated dates.

3. The linkage with the income of sons cuts at the very root of self dependence. She is left at the mercy of her son who in such circumstances of poverty and deprivation is in any case not inclined to help. Pension should be given irrespective of the employment of the son and based on the rights of the woman alone, who has contributed in her life time as producer and reproducer.

4. In case of younger widows, the thrust should be to provide her with suitable training and employment opportunities. She should be given preference in training, in asset building and in getting loans.

Prostitutes/Devdasis

10.6 In India, like in other developing countries, women get into the profession of prostitution due to poverty and lack of employment opportunities. In some parts of the country, there is a practice of Devdasis. Although the practice of Devdasis is carried under the name of religion—a girl at a very young age is dedicated to goddess by the parents, the root cause is poverty. The conservative and male dominated society gives social acceptance to the practice by giving it a religious sanction. These women live in poverty and earn as long as they are young. They do not have any social and emotional security nor any public sympathy and support.

Devdasis suffer from a number of ailments, particularly from sexually transmitted diseases with whom the Commission said that they are sick for 10 to 15 years during this period. They cannot even get the Municipal Government hospital down upon and not given proper treatment. The private doctors charge exorbitant fees.

The Commission recommends that there should be day camps and clinics for these women, preferably in the neighbourhoods where they live.

Devdasis have to live a secluded life due to the stigma of society. Their children become outcasts. These women try to protect their children, but they cannot avoid the stigmas which always make their mother is 'bad woman' and they are not 'normal' by the society. They find that their children are denied admission to schools because they cannot give their children a good education. The Commission recommends that admission should not be required for these children.

The Commission recommended that there should be separate day camps for different types of prostitutes should be given priority.

Due to the socially unacceptable status, they are generally cut-off from family and friends. So, in their old age, they have to depend on. Many of them are ill. The Commission strongly recommends a pension scheme which will help them meet basic necessities and children's education.

Conclusion: Most of the women get into prostitution as there are no other alternatives to escape poverty. If there is an alternative, they would like to leave the profession and lead a dignified life. In order to rehabilitate Devdasis, the Commission suggests employment. There is a need for training and employment to a better way of life. And the work should be attractive enough, so that they can return to their earlier profession.

10.13 The women who try to run away from the brothels and take shelter find it extremely difficult to get support/shelter. The homes for destitute women, 'Nari Niketans' should be more flexible so that the woman has an assurance of getting a shelter.

10.14 In IRDP, female headed households are assisted with loans. But in the case of Devdasis who invariably are the sole earners, they are not accepted as IRDP beneficiaries. In this regard, the Commission recommends that in all anti-poverty programmes, their economic status should be considered.

10.15 The situation of these women should be regarded with sympathy by all those who are trying to help these women instead of taking a moralistic stand. Also, a more integrated approach towards their rehabilitation including shelter, employment, and education for their children, should be adopted by the helping agencies.

Drug Addiction

10.16 The drug menace is not only limited to the urban elite but has also spread to urban slums and rural areas. The problem has taken the form of a serious crisis in the border States like Manipur and Nagaland in the North-east. Women are the worst sufferers of the drug problem in their family. Due to addiction, the male members, particularly the young and able-bodied, do not provide any economic contribution.

10.17 On the contrary, they become a burden to the family and take away whatever little earnings the women bring in the house after working for 12-14 hours per day. The Commission's recommendations are towards reducing the plight of these women:

1. There should be strict enforcement of laws to prevent drug trafficking and exemplary penalties in case of violation of the law.
2. The women, whose husbands/sons are known to be addicts, should be given priority for anti-poverty/development programmes instead of considering only families where the male member is absent.
3. A more community based approach should be adopted in the treatment and rehabilitation of addicts. The deaddiction centres and curative services should not only be limited to urban areas but should spread to remote rural areas.

like the Mothers Club are involved in identification of rehabilitation of addicts

be provided training by design and implement the thing about drug addiction taken by the family of Government, at all levels, city.

Commission met many one common issue that amongst the men in city.

ected by this problem. A sole supporters of their amongst their husbands, ute, but even take away into the family. Harass-violence in the family are alcoholism. Their child-

l, the women find that increasing incidence of areas, women are scared of coming back late in increasing incidence of find support or security men in the community.

of places during the tour total prohibition, the total prohibition may not but steps should be taken of new liquor shops.

approach needs to altered. by liquor as a source of department but also con- tions before taking any women in H.P. said "We schools since the last 20 not any, yet, we have not (shop) but still every as are coming up". The ave a policy about the

number of shops permissible depending on the population of the region. Beyond that, no new licences should be issued. The policy and the rules laid down should be strictly enforced."

2. All the unauthorised liquor dens should be evicted and the Government at the local level (police, municipality) should not support these activities.
3. Strict action should be taken by the State Government against the offenders and the local officials who are involved in supporting these activities.
4. Before opening any new liquor-shop in a village, the Panchayat/Government should take public opinion and a new shop should be sanctioned only if a majority (2/3) of the population give their opinion in favour of opening of new liquor shops.
5. No liquor shops should be opened within 3 kms. from schools, colleges or bus stop.
6. There should be proper regulation about the number, location and timings of the liquor shop and strict enforcement of these regulation have to be done.
7. Mahila Mandals should be given powers, parallel to the Panchayat, so that their opinion can influence the local power structure. The experience of many grassroots organisations like AMM, Bombay and SUTRA, HP has demonstrated that in our country, specially amongst poor women, the problem of alcoholism can be tackled better by organizing (community approach) the women rather than the individual counselling approach. It is essential to see this problem as social rather than individual or personal problem of the family of the alcoholics.
8. In many parts of the country brewing liquor is very common. It is generally observed that illicit brewing amongst the poor is carried out more for subsistence in the agricultural economy. There is no regular employment throughout the year. Therefore, provisions of alternate source of employment and regulation of employment conditions would considerably reduce the incidence of illicit brewing of liquor

policy that in the case of husbands are in regular the men's salaries should. Then they will have some incomes.

be made to include the all anti-poverty properly to give them assets in give the women some an would not be able to y as he can take away the wife.

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s been recognised as one man life. Housing for since traditionally they over it volves more than 's social and community ployment and earnings. based and often use their crucial importance for as to be considered in the ately, since the situation

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eeeping the priorities of mmission recommends;

ent plan for the country m based and linked with employment and income and provision of credit purview of different

lanning stage itself, of ouses are being planned, f civic authorities who

would be in charge of not only building but also development of the infrastructure.

3. On going research on building technologies with the aim of reducing cost, simplifying designs, providing low cost sanitation and such provisions like smokeless chulas to improve the environment so that planners can make informed choices. Housing plans should take into account the needs of women, specially home based workers whose work place is the home
4. Decentralised implementation of housing schemes with the participation of the local community. This will not only increase the involvement of the people but provide employment under various public and civic works of the PWD, CPWD and other state authorities.
5. Funds to be made available at affordable interest rates and in the joint names of the couple and in case of single women without discrimination. Funds to the very poor should come in the form of building materials so that they are not tempted to diversify liquid cash.
6. The needs of special groups like destitute women, those living in disaster prone areas and migrant workers should be considered separately by providing destitute homes, and community shelters
7. A complete review of existing laws and legislation to provide for joint ownership of property, stricter tenurial rights and regulation of evictions and demolitions which in case of the poor should be only with the provision of alternative homes.

10.25 The common problems faced by the majority of labouring women are the lack of toilet facilities. Open plots of land for the use of women to ease themselves are no more available in urban centres and even in the villages now.

10.26 The system of bucket privies for the disposal of night-soil in urban areas is nasty and hazardous to health

10.27 Due to bad conditions of the roads, they find it easier to carry the night-soil on their heads rather than push the trollies. The containers of bucket privies also

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and are given some benefits in a sporadic and haphazard manner. In their urgency to meet their targets, the developmental agencies are not enough concerned whether there is an adequate coverage of women or not. In fixing targets, there is generally no consideration of women as a separate disadvantageous group. The implementation machinery is largely insensitive to the basic needs of women in poverty. The experience of IRDP where there is a constant pressure from the centre to fulfill the 30% target of women beneficiaries, has been though slow but positive and encouraging.

11.2 Under the headings of Planning, Monitoring and Training, suggestions have been made on how to improve the functioning of the administrative system vis-a-vis women in poverty. Apart from the straight line, bureaucratic channels of Government, Ministries and Departments at the State level, the Commission recommends active involvement of State Social Welfare Advisory Boards and State Women's Development Corporations in reaching out to the poor women.

11.3 From its studies, the Commission has reached the conclusion that there should be an infrastructure in every State for helping women in economic ventures. Although a new infrastructure may be desirable, the Commission would not like to recommend a proposal which would lead to infructuous expenditures. The Commission, therefore, would like to recommend that the existing State Advisory Boards should be strengthened. They have a great potential for helping the rural poor women in the informal sector. However, the functioning of the State Advisory Boards at present is not quite effective. Programmes are added without corresponding increase in the manpower. Hence, if women's programmes are to be undertaken, they need manpower support and preparatory training as well as access to consultancy. There is limited delegation of powers at times delays of 9 to 12 months take place for sanctioning of grants. The Board's procedure for sanctioning of loans needs to be reassessed and they should be revitalised to help women in poverty. In addition, adequate linkages with the State Government need to be built up. They should also promote starting of more voluntary agencies. When the Board was constituted in 1953, in the initial years it assisted around 3000 voluntary agencies and in 1988 it assists approx. 10,000 voluntary agencies. Since the voluntary agencies work far and in between, and not always in the interior, it is necessary that the number of such agencies should be expanded, to reach out to a large number of rural poor women at a faster rate. However, a cautious approach should be adopted so that there is no mushroom growth of bogus organizations which exist only on paper. Apart

the State Advisory Boards should have the expert advice and training available in marketing, and training as these should be important to assist poor women and help women's organisations.

Advisory Boards should also have more contact with banking institutions. One of the major problems women are faced with is coping with procedures and this work could be done by the Advisory Boards who can act as a link to get loans for poor women. At the same time, programmes in the State Advisory Boards should be made more effective. The committees should be formed and removed and the process should be more realistically

The Commission was able to study the functioning of Social Welfare and Development Corporations in the States. The Commission found that the Women's Development Corporations have a better potential to reach out to poor women in a more effective way than the State Development Corporations. These Development Corporations, so far, have not had their limitations and the context in which they operate. In certain cases it is restricted only to grant or subsidy. Some of the limitations of NORAD, a Central Development Corporation, are: The Commission should be set up in every State. Its scope should be expanded and its promotional role emphasised. For women, who come under the Commission, they have known only employer-employee relationship. They are not familiar with the co-operatives and credit institutions. The Commission should take care of these needs. It should help in self feasibility and marketing. Those who have a market are promoted. Those who have the same activity having less income should be better designing to capture the market. The activities which have a market need to be encouraged and new activities.

The Commission has observed that, in the various schemes, there is variation in the amount of subsidies. Similarly, the process of training, as also the training process. For instance, pro-

grammes which will not be very viable and useful tend to get more response because of the quantum of stipend being paid. Therefore, the matter of standardisation of the stipend needs to be undertaken.

11.7 In the development programmes, specially anti-poverty programmes, although care is taken to identify the beneficiaries the Commission has observed that single women and women headed households, get left out and the poorest of the poor at times are not selected. For identification of women beneficiaries, *mahila mandals* and women's organisations may be actively associated.

11.8 At the field level, where there should be convergence of services, however different departments tend to work in a compartmentalised manner. It is recommended that field functionaries should be imparted information, regarding programmes of the related departments. This is necessary as women in poverty are normally involved in more than one activity and if one functionary reaches them, he or she should be able to impart information on other activities as well.

11.9 The Commission is of the opinion that women workers are in a better position to reach out to women and have a greater understanding of women's problems. It is, therefore, recommended that in all departments, there should be at least 30 per cent women workers. This should include department, like Agriculture, Animal husbandry, Forestry, Labour, Excise and Taxation and Industry.

11.10 Women's representation should be at all decision making levels, right from the lowest rung of the hierarchy to the highest. The decision making bodies may be government or local bodies like panchayats or municipalities.

11.11 The National Commission has observed that, in spite of special programmes for SC/ST, the women in these groups lag far behind than men in taking advantage of such programmes. The Scheduled Caste corporations in the State Governments also have not been laying emphasis on the coverage of women. Even in the Tribal Plans and the SC Component Plan, separate targets for women should be fixed.

11.12 The plight of poor women amongst the minorities is even more pitiable. Their problem is poverty and isolation. The levels of literacy and health are poor. The Muslim women in particular are more confined within their home which are situated in high density areas. The artisans and home based producers cannot venture to get out

dhah and social inhibition of products is done by the cash does not flow in the commission strong recommendation of poor women among in the Plan allocations adding the State Minority Commission, Muslim women are new opportunities. Therefore to bring them into the Commission, through, planning community centres and enrolment groups. This is the surest integration.

the North-Eastern States and to remain outside the ration facilities are very of alcoholism and use of other deterioration in the besides causing mental should be taken to check Women of this region harassment from the main areas. Further, the, and the Central sponsored down to the far flung Government orders. provisional levels. The Commission not enough to give plain also ensure their proper better communication es Governments. Ministries under Central and should be made more

ommends that all poor y conscious and deliberate by the middlemen and al like the inspectors, other local bodies

d be well stocked. The ms due to them as per the er concern and worry is easonal and migratory on cards. They have to commodities at open market The Commission recommends and supervision of the commodities. It also

recommend that janta saris should be available at all fair price shops. Each women should be entitled to two janta saris annually at controlled rates. This will be a great relief to the poor women and normally have to spend about Rs. 50/- for one saree and blouse, which at controlled rates will be available for Rs. 13 to 15. In all consumer cooperatives running fair price shops, the women should constitute 50 per cent of membership.

11.16 The Commission recognises the negative impact of the attitude of the petty police officials to the poor women's working conditions. The Commission would, however, like to mention that the poor women specially adivasi and harijan women, need to be protected from the atrocities of the police. Although at the higher levels, there are indications of a sympathetic attitude towards women by and large, the attitude of the police is unsympathetic. When police joins hands with the local thugs, then there is no end to the harassment faced by the poor women. The Commission recommends that the police being an important arm of the administration should function as an instrument of development. They should protect the poor vulnerable women from exploitative elements. Special measures should be taken up for sensitisation of police to women's issues and their problems. This may be done through periodical training programmes, giving awards and increasing the number of women personnel at the lower and middle levels.

11.17 The Commission recognises that the administrative machinery has an important role to play in alleviating the condition of the poor, specially women. It recommends that the administrative machinery needs to be entrusted with values of integrity, honesty and concern for the poor. This may be done through periodic refresher courses and also by developing mechanisms by which officers at all levels should be entrusted for a sufficient length of time, with the responsibility of planning and implementation of project for the poor.

Political and Social Will

12.1 From the study of the existing systems, the prevailing social attitudes and cultural ethos, the National Commission has come to the conclusion that the presence or absence of a political will is a very crucial factor in determining the success or failure of a programme. Where anti-women traditions are perpetuated, and the various mechanisms, specially the delivery mechanism, is consciously and unconsciously working against women, the presence of a strong political will, perhaps, becomes the single most important factor to bring about a change in the status of unprotected labouring women.

ill for charging women's status will. However, in a situation where women working in the informal and unorganised sectors, live a life of deprivation, the creation of strong social will by itself does not seem to be likely. It will be only when they develop the power to resist themselves for this purpose.

The role of political leadership is to shed an elitist image but should not be to exploit the exploited, and who are the exploited. This is specially necessary in the political system. In the elections of 1984, there were 59 per cent of women against 68 per cent. As a lobby, the political parties have not included them in their ranks. The other minority/backward classes to influence the women. All of them are not seriously tackling the problem. They are not coming up in their party manifestos. They are reluctant to field women in leadership. If leadership decides that it will be tackled on a priority basis, then it will be implementing mechanisms which will be geared in no time. The Government places major responsibility for improving the status of women and giving them political visibility.

Strong political will are that in the planning process and on the part of the Government, machinery and resources are channelised, efficient and ineffective in reaching. And for this, the responsibility is between the political and

They are victims of the existing prejudices. One of the factors responsible for the improvement in the status is the social will has to be created in the society. It has been started by voluntary organisations. Accelerated by efforts of the Government. Investments of education, community welfare measures have already been started. Appropriate headings mention of the society in this con-

text cannot be underrated. If the society and women themselves do not become aware and act as watchdogs of their rights guaranteed in the Constitution and various legislations, they cannot legitimately expect the existing systems, which tend to favour the vested interest, to benefit them. Women's organizations have the responsibility of acting as pressure group on the system and also becoming repositories through which development resources can be channelized.

12.6 There is another type of gap which is existing between women with resources and women without resources. Women who have skills of education, knowledge, and leadership, and are entrepreneurs and professionals, should assist their impoverished sisters in articulating their demands, bring them into greater visibility and help them to resist exploitation and to rise above the present status of poverty and deprivation. It is only when women can get together as a homogenous group, irrespective of caste, class, community and activity differences, will their collective voice be heard and yield result.

Ela R. Bhatt
Chairman

Dr. Armaity S. Desai
Member

Dr. R. Thamarajakshi
Member

Minal Pande
Member

Jaya Arunachalam
Member

Veena Kohli
Member Secretary

B. INTERNATIONAL DOCUMENTS

Mexico Plans of ference of the en's Year, 19 United Nations,

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Mexico Plans of Action
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- 6 The enactment of legislation on voting and eligibility for election on equal terms with men equal opportunity and conditions of employment including remuneration, and on equality in legal capacity and the exercise thereof;
- 7 Encouragement of a greater participation of women in policy making positions at the local, national and international levels;
8. Increased provision for comprehensive measures for health education and services, sanitation, nutrition, family education, family planning and other welfare services;
9. Provision for parity in the exercise of civil, social and political rights such as those pertaining to marriage, citizenship and commerce;
- 10 Recognition of the economic value of women's work in the home, in domestic food production and marketing of voluntary activities not remunerated;
11. The direction of formal, non-formal and life-long education towards the re-evaluation of the men and women, in order to ensure their full realization as an individuals in the families and in society;
12. The promotion of women's organizations as an interim measure within workers' organizations and educational, economic and professional institutions;
13. The development of modern rural technology, cottage industry, pre-school day centres, time-and-energy-saving devices so as to help reduce the heavy work load of women, particularly those living in rural sectors and for the urban poor and thus facilitate the full participation of

ational and international

interdisciplinary and within the Government achievement of equal women and their full life.

of all forms of Discrimina-

for equal rights for tal status, in all fields—ral and civil. It calls for imination, recommends speed equality between odify social and cultural nation.

ual rights for women in ccess to education and crimination in employ- job security in the event onvention underlines the women in the context of ocial services needed— combining family obli- s and participation in he Elimination of Dis- EDAW), monitors pro- f the Convention.

es had consented to be the Convention, either n. India has signed the t.

Second Half of the Uni- Equality, Development Copenhagen. 14-30 July istry of Social Welfare, ent Bureau, New Delhi.

ion of 1975 decided that Decade, a world confer- en would be convened. to review and evaluate nes in implementing the Conference of the Inter- 1975, and (ii) to readjust

p ogrammes for the second half of the Decade in the light of new data and research. This report prepared by the Government of India consists of three parts

Part one outlines the historical background and conceptual framework of the Programme of Action. Part two consists of Programme of Action at the National level. These include national strategies for accelerating the full participation of women in economic and social development; objectives and priority areas for action taken in connection with the subtheme of the world conference. Part three consists of the Programmes of Action at the International and Regional Levels

Some priority areas requiring special attention were identified. These included food production, problems of rural women, provision of child care services, problems of migrant women, unemployed women, young women and women who alone are responsible for their families.

India - A Status Paper. World Conference of the U N Decade for Women 14-30 July, 1980. Government of India, Ministry of Social Welfare, 1980.

Para 46 of the World Plan of Action adopted by the World Conference of the International Women's Year, outlined 14 minimum objectives to be achieved by the end of the first half of the U.N. Decade for Women, i.e. 1975—1980. This paper was prepared in 1980 by the Ministry of Social Welfare, Government of India in an attempt to review India's progress in attaining those minimum objectives. Various initiatives undertaken by the Government of India were highlighted

The review also indicated the constraints and problems faced in promoting participation of women in development and in improving their status. The document pointed to the fact it had been possible to provide for de jure equality, services and facilities for education, health care and training of women. But due to the effect of traditional constraints and attitudes, increasing affirmative action was required in favour of women to convert de jure equality into de facto equality.

Report of the Regional Intergovernmental Preparatory Meeting for the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace United Nations Economics and Social Commission for Asia and the Pacific, Tokyo, 26-30 March, 1984.

Representatives from member countries and various organizations met in 1984 to review and appraise the

of United Nations Decade of Women and Peace. It was a recognition of the critical role of women in national socio-economic development. There had been some proliferation of women's issues in the past, but they were ad-hoc and not being systematically dealt with in a planned manner. Impediments to the effective implementation of the Decade were the lack of a resource base in terms of trained personnel and inappropriate data. Forward Looking Strategies (FLS) were designed. It was suggested that these continuing concerns be addressed so that women are able to make their contributions to development. To achieve these goals, it was also suggested that legislative machineries be created to ensure free flow of public awareness of the role of women in national development. The Decade was characterized by the pervasiveness of the theme of equality, tradition and history.

Women in Development. Conference for Developing Countries on Women in Development, New Delhi, 1985.

Depth the role of women in international cooperation and exchange of views, in light of preparations for the Decade. Attention was to approach the Decade with full knowledge of their own situation and to evolve a strategy to meet the challenges of the world.

Women was reviewed and discussed in various sectors such as agriculture, industry, development, industrialization, science and technology, environment, social issues. Problem areas were identified. The objectives of the UN Decade were reaffirmed. One of the basic principles was equality. Equality was the non-negotiable role in society. Lack of equality was a major obstacle to remove gender-bias. Gender-bias was an important obstacle. Thirdly, scant attention to the active and reproductive roles of women in projects focussed on only the need for a more equitable role and contribution was to be given. Forward looking strategies

were designed to achieve the objectives of the UN Decade were designed.

Forward Looking Strategies for the Advancement of Women. The World Conference to Review and Appraise the Achievements of the UN Decade for Women: Equality, Development and Peace. Nairobi (Kenya), 15-26 July, 1985. Government of India, Ministry of Human Resource Development, Department of Women's Welfare, New Delhi.

The Forward Looking Strategies (FLS) for the Advancement of Women from 1986 to the year 2000 was adopted at the UN Decade for Women World Conference held in Nairobi, Kenya, in July 1985. They were built on the earlier world conference on women, on the work of the UN Commission on the status of women and on the activities and ideas of the worldwide women's movement. These strategies were designed to serve as guidelines for creating a new world order based on equality, development and peace. Some of the measures were intended to affect women directly. Others were designed to make the societal context less obstructive and more supportive of their progress such as the elimination of sex-based stereotypes.

Women in India Country Paper 1985. Government of India, Ministry of Social and Women's Welfare, New Delhi.

At the end of the UN Decade for Women, a country paper was prepared by the Ministry of Social Welfare, Government of India. The purpose was to identify areas in which work has been done to improve the status of women. The paper highlighted the developments with regard to demography, law, employment, health, education, political participation, family, science and technology and institutional arrangements. It also outlined the obstacles and bottlenecks in each area and suggested modifications and strategies to improve the situation.

Women in Development : Report of SAARC Ministerial Meeting. Shillong, May 6-8, 1986. Government of India, Ministry of Human Resource Development, Department of Women and Child Development, New Delhi.

In pursuance of the decision taken at the first Summit of the Heads of State or Government of the South Asian Association for Regional Cooperation held at Dhaka in December 1985, two meetings took place. The first Ministerial meeting on Women in Development was held at Shillong on May 6-8, 1986 at the invitation of the Govern-

a. The second official level meeting on development was held in New Delhi on April. The basic objectives were to promote the peoples of South Asia and to improve their. This meeting reflected their conviction that progress could be achieved without the exploitation of women and the enhancement of women who form half the population in this

Ministerial Meeting the ministers reviewed the situation of women in the South Asian countries. Considerable progress has been achieved in sectors affecting women. However, greater effort is required to be focussed on critical areas. These were the low level of literacy, poor enrolment coupled with high drop out rates; lack of technical training, marketing and credit; low level of political participation and involvement in policy making and its implementation. It was

felt that special efforts were also required to disseminate appropriate technologies to eliminate drudgery and thus improve the quality of life of women particularly in the rural areas.

At the Official Level Meeting, delegates from each member country presented General Statements on the issues pertaining to Women in Development and highlighted major achievements as also major problems being faced by them. The basic categories included women's access to basic needs, women and environment, family welfare, access to employment, their participation in the development process and cooperation among NGOs. It was suggested that the exchange of training and consultancy services and personnel in the countries of the region be initiated. Basic information, data and documentation on women's issues in the countries of the region was found to be inadequate and steps were needed to compile such information.

and Child Development contributions of the many individuals towards this draft will be of great help for the guidance and assistance of the Hon'ble Minister of Women & Child Development. The constant inspiration throughout the process is the best possible.

Shri. D.K. Manjhi, Secretary, Department of Women & Child Development, Government of India, New Delhi.

A group was constituted to prepare the National Perspective Plan for the period 1986-2001. The group held a number of meetings of the members and discussed the thrusts and priorities for the period. The group formulated a pragmatic, realistic and feasible plan. The members of the Core Group are:

Hon'ble Minister of State for Women and Child Development, Government of India, New Delhi.

Secretary, Department of Women & Child Development, Government of India, New Delhi.

Secretary, Department of Women & Child Development, Government of India, New Delhi.

Secretary, Department of Women & Child Development, Government of India, New Delhi.

Chairman, Institute of Women & Child Development, Madras.

Secretary, Ministry of Women & Child Development, Government of India, New Delhi.

Secretary, Ministry of Women & Child Development, Government of India, New Delhi.

Secretary, Ministry of Women & Child Development, Government of India, New Delhi.

Secretary, Department of Women & Child Development, Government of India, New Delhi.

10. Shri D.K. Manjhi, Secretary, Department of Women & Child Development, Government of India, New Delhi.
11. Dr. K.G. Krishnamurthy, Joint Advisor (SW) Planning Commission, New Delhi.
12. Smt. Meenakshi Apté, Tata Institute of Social Science, Bombay.
13. Prof. S. Anandalakshmy, Director, Lady Irwin College, New Delhi.
14. Dr. Nandini Azad, Consultant, National Institute of Public Cooperation & Child Development—Member-Secretary.

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Prof. Chitra Naik of the Indian Institute of Education, Pune

Prof. Neera Desai of SNDT University, Bombay

Ms. Shanti Chakravarty of Ramakrishna Mission, Narendrapur, West Bengal

The Institute of Applied Manpower Research, Delhi

Prof. S.C. Bhatia of the University of Delhi, Delhi

Ms. Razia Ismail of UNICEF

Ms. Rami Chhabra of Ministry of Health & Family Welfare

Prof. Padma Vasudevan of IIT, Delhi

Shri G.C. Mathur of the National Building Organisation, Delhi

Prof. J.S. Yadav of the Indian Institute of Mass Communication, Delhi

Ms. Padma Seth of the All India Women's Conference.

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Dr. Neera Kukreja Sohni tion in the preparation

CEF, especially Dr. Sri- the resources to involve to Mr. T. Mathai for his a.

was administered by Dr. ry and co-ordinated by search Consultant, Core an Devendra, Research countless hours spent by a co-ordinating various input, facilitating incor- inputs in the process of support in writing paper. K. Parthasarathy. Mr. oparju of the Women's D.

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